

**2010 STATE OF IOWA JUVNILE JUSTICE AND DELINQUENCY
PREVENTION ACT FORMULA GRANT UPDATE**

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Notes Regarding Document Format and Iowa's Funding Distribution Cycle

This document is Iowa's 2010 JJDP Act formula grant three year plan update. When specific items of this plan are unchanged from the previously submitted 2009 plan, it is reflected accordingly in the respective topic areas of this document. The bulk of this 2010 plan is an "update" of the program plan completed since submission of the original 2009 plan.

The Division of Criminal and Juvenile Justice Planning (CJJP) wrote Iowa's three year plan update. CJJP is the state agency responsible for administering the JJDP Act in Iowa. The Plan was developed and approved by Iowa's Juvenile Justice Advisory Council (JJAC). That Council assists with administration of the JJDP Act, and also provides guidance and direction to CJJP, the Governor and the legislature regarding juvenile justice issues in Iowa.

This plan contains an extensive data presentation and analysis in its DMC section. That section was developed with information that has been provided to the JJAC, the JJAC's DMC Committee, and the Governor's Youth Race and Detention Task Force (YRDTF). Information regarding the DMC Committee and YRDTF background and relevant activities are provided in the DMC section. The DMC Section includes also a discussion of a newly form Implementation Committee charged with implementing the recommendations of the YRDTF.

The funding priorities reflected in this program plan were approved by the JJAC. Iowa distributes most of its funding based on the federal fiscal year (October – September). Unless otherwise indicated, the funding described in Iowa's program plan will be distributed for the period of October 1, 2010 – September 30, 2010.

PROJECT ABSTRACT

Most of the funding for Iowa's 2010 formula grant application will serve a population of delinquent youth. The Youth Development allocation effort (see Program Plan Issue One) is focused at infusing a youth development approach for planning and community-based service for a statewide allocation to Juvenile Court Services offices. The Youth Development allocation is supported with JJDP Act related formula grant, JABG, and EUDL funding. The DMC Effort (see Program Plan Issue Three) will utilize formula funds to support Iowa's Juvenile Detention Alternative Initiative (JDAI). JDAI supports DMC related activities in four local sites to affect detention reform. As is indicated above, Iowa's DMC Resource Center effort (discussed in the Program Plan) is supported with JABG dollars. The Iowa Task Force for Young Women (ITFYM) (formerly the Gender Specific Services Task Force) will utilize 2010 formula funding to continue the efforts of its Task Force (see Program Plan Issue Four). ITFYM activities include: staff support for the task force, training for system officials, an annual conference, and the production/distribution of a variety of gender related materials. The Program Plan section (Issue Two) of this report includes discussion of a mental health effort to be supported with JABG funding.

1. UPDATED DESCRIPTION OF SYSTEM

There are no changes from the 2009 three year plan previously submitted to OJJDP.

2. UPDATED ANALYSIS OF JUVENILE CRIME PROBLEMS AND JUVENILE JUSTICE NEEDS

There are no changes from the 2009 three year plan previously submitted to OJJDP.

3. PLANS FOR COMPLIANCE WITH THE FIRST THREE CORE REQUIREMENTS OF THE JJDP ACT AND THE STATE'S PLAN FOR COMPLIANCE MONITORING.

B. Plan for Separation of Juveniles from Adult Offenders

Iowa has been found to be in compliance with Section(a)(12) of the JJDP Act. The State of Iowa has historically had low numbers of non-compliant holds. These non-compliant holds have historically been isolated instances, and have not indicated a pattern or practice. These non-compliant holds are in violation of Iowa Code Section 356.3. Iowa does not certify youth as adults to circumvent the separation mandate. Strict guidelines for waiver of youth to adult criminal court and separation requirements for youth held in jails/lockups exist in Iowa Code Sections 232.22, 232.45, 232.45A and 356.3.

No instances of a separation violation have been found in Iowa since two were identified in the 2005 Compliance Monitoring Report. To continue maintaining either no separation violations or a low number education will continue with local law enforcement agencies.

C. Plan for Removal of Juveniles from Adult Jails and Lockups

Iowa is in full compliance with Section 223(a)(13) of the JJDP Act. The plans to reduce jail removal violations and maintain compliance with the jail removal mandate of the JJDP Act have involved intensified monitoring and development of alternatives. The plan continues to be effective. In December of 1992, CJJP staff began training presentations at Iowa's Law Enforcement Academy regarding the JJDP Act mandates, relevant state statutes, and jail alternatives. These trainings have grown to include presentations at the Sheriffs and Deputy's Association Training, the Jail Administrator's Training and specialized trainings at county jails. The CJJP staff will continue to make such presentations as requested by these professional organizations or by facilities. CJJP also continues to work with the State Jail Inspector to identify and reduce violations. Finally, CJJP continues to work with the state legislature and juvenile justice policy makers on any proposed changes in policies and procedures relating to Iowa's participation in the JJDP Act.

Over the last 3 compliance monitoring reports Iowa has had 47 jail removal violations, 11 in 2007, 17 in 2008 and 19 in 2009. In 2009 17 of the 19 violations were the DSO violations from the four agencies. The remaining two violations were both youth that had been waived to adult/criminal court on a misdemeanor charge and were securely detained in a county jail. The increase in 2008 and 2009 can be attributed to the identification of local police stations with temporary non-residential holding cells (maximum holding time of 2 hours), that required training on the detention requirements defined by the Iowa Code. Since these facilities have been identified and are now included in the monitoring universe the number of non-compliant secure holds at these facilities will decline. To return to the low number of non-compliant holds in Iowa monitoring and education will continue as primary objectives.

Iowa Code does permit the use of the Rural Removal Exception as defined in Iowa Code 232.22(5) - <http://coolice.legis.state.ia.us/Cool-ICE/default.asp?category=billinfo&service=IowaCode&ga=83>. Iowa has received permission from OJJDP for the use of the Rural Removal Exception in six counties – Carroll, Cerro Gordo, Kossuth, Osceola, Wapello and Worth. This is down from eight last year, as Greene and Hancock did not request to be recertified for the exception.

D. Plan for Compliance Monitoring for the First Three Core Requirements of the JJDP Act

Iowa's Compliance Monitoring Policy and Procedures Manual can be accessed online at: <http://www.humanrights.iowa.gov/cjip/images/pdf/ComplianceMonitoringManual-MASTER.pdf>.

1. Policy and Procedures

See Section A, Page 5.

2. Monitoring Authority

See Section B, Page 16.

3. Monitoring Timeline

See Section C, Page 47.

4. Violation Procedures

See Section A, Page 5.

5. Barriers and Strategies

See Section A, Page 5.

6. Definition of Terms

See Section E, Page 61

7. Identification of the Monitoring Universe

See Section J, Page 121

8. Classification of Monitoring Universe

See Section J, Page 121

9. Inspection of Facilities

See Section A, Page 5

10. Data Collection and Verification

See Section A, Page 5

4. PLAN FOR COMPLIANCE WITH THE DISPROPORTIONATE MINORITY CONTACT (DMC) CORE REQUIREMENT

The below information serves as the DMC section of Iowa's application for federal Juvenile Justice and Delinquency Prevention Act formula grant funding (JJDP Act). A subgroup of the SAG that assisted in the development of the DMC Section of the Iowa Plan is the Disproportionate Minority Contact Committee – **DMC Committee** (the DMC Committee is discussed in some detail later in this DMC plan).

Section 223(a)(22) of the JJDP Act of 2002 requires that states and territories address "specific delinquency prevention and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile numbers of minority groups who come into contact with the juvenile justice system."

The purpose of this core requirement is to ensure equal and fair treatment for every youth, regardless of race or ethnicity, involved in the juvenile justice system. A state is considered to be in compliance with this core requirement when it meets the following requirements by addressing DMC on an ongoing basis through **identification, assessment, intervention, evaluation and monitoring**. DMC Identification Spreadsheets have been completed and are submitted as part of this DMC Compliance Plan of the 3-

year plan and this 2010 update. Having determined that DMC exists, this 3-year plan and update address the five phases of the DMC Reduction Cycle as described in the Disproportionate Minority Contact Technical Assistance Manual, 3rd Edition (see http://www.ncjrs.gov/html/ojdp/dmc_ta_manual/index.html). **The DMC Section of this report is organized according to the five phases of the DMC reduction cycle.**

Phase I: Identification

The identification phase is to determine whether and to what extent disproportionality exists. The RRI matrices provide this information at decision points in the juvenile justice system. Comparisons by race within targeted jurisdictions are made by collecting and examining data at decision points in the juvenile justice system to determine the degree to which disproportionality exists.

1. Updated DMC Identification Spreadsheets

The most recently available statewide data and three targeted jurisdictions with focused DMC-reduction efforts can be accessed by contacting CJJP. OJJDP's matrices template was utilized at the state level for the preparation of this application.

Information regarding local matrices is available later in this report. The matrices examine major court decision points and compare "relative rates" for minority youth based on comparison with incidence for White youth through calculation of a relative rate index (RRI), which is discussed below.

Relative Rate Index - The matrix uses RRI to compare processing rates of minority youth to White youth. The formula and an example from the 2009 relative rate index are presented below:

Rate of Occurrence	divided	Rate of Occurrence	Relative Rate
(Afr. Amer. Youth)	by	(White Youth) =	Index
291.15/1000 arrest	divided by	51.81/1000 arrest =	5.62 RRI

In the example above, a relative rate index of 5.62 is obtained for arrests of African-American youth. The data were taken from the arrests for African-American youth reflected in the 2009 state level matrix. The RRI from the statewide data indicates that the African-American arrest rate is 5.62 times that for arrests of White youth. The arrest rate for African-American youth is considerably higher than that of White youth.

As is reflected above, the RRI compares the number (or rate) of minority youth entering each stage of the juvenile justice system to the number and rate of minorities of the previous state. **Until the 2009 three year plan (last year's), the relative rate matrix, population was used as the denominator for arrest as well as referral decision points. The 2009 release as well as this update correct the calculation by using the number at arrest as the denominator for the calculation of the relative rate at referral.**

Individual Pages of the Matrices – The following pages are included in a single matrix (see below).

- **Date Entry Page** - The first page in each of the matrices at the end of this section provides data (annualized data counts) for some of the major juvenile court decision making phases as well as data for some secure settings (juvenile detention & boys state training school), census data, and arrest data from the Iowa Uniform Crime Reports.
- **Race Specific Pages** - Additional pages of the matrix calculate the RRI by race/ethnicity (one page for each race/ethnicity White, African-American, Hispanic/Latino, Asian, Hawaiian or Pacific Islander, Native American, Other/Mixed).
- **All Minority Population Page** - Another page of the matrix calculates the relative rate index for a combined population of "all minority" youth.
- **Summary Page** - A summary page lists RRI's for all the different races at all of the different decision points.

- **Population Based Rates** - The final matrix page shows the cumulative effect of multiple decisions as the population based relative rate index.

Different Rates at Different Stages – The matrices calculate rates per thousand at some of the initial decision making stages (“arrest” and “referral to juvenile court”) because the numbers are sufficiently large at those points in the process. Rates per 100 are calculated for some of the deeper end system processing points such as “finding of delinquency” because relatively few youth advance to those points in the system.

Statistical Significance - The matrices also include a column related to statistical significance of the RRI - “YES” in the column indicates that the difference in rates between the groups is large enough to be statistically significant (at the .05 level); “NO” indicates that there is no statistical significance between the groups. Due to the problem of small numbers, there are cases where a “NO” may appear in the significance column simply because the number of minority youth is insufficient to calculate statistical significance. Analyses performed in the matrices later in this plan generally address those data elements found to be of statistical significance.

Identification Tool - It should be noted that OJJDP officials view the matrix as an identification tool. It identifies differential processing rates. **It does not explain the reasons for differential rates (e.g. differential offending versus system bias).** Further, for the purposes of identifying interventions, it is important to not only examine statistical significance and magnitude, but also the volume of activity, comparison with other jurisdictions, and important contextual considerations that must be taken into account. The tool is one that the JJAC, the DMC Committee, and the Governor’s YRDTF utilize to help identify potential areas of focus for DMC related efforts.

Iowa’s Completion of the Matrices - Provided below is a brief discussion related to information Iowa utilized to complete its matrices, as well as potential issues related to the use of that information.

Justice Data Warehouse - Information to complete the matrices was taken, in large part, from Iowa’s Justice Data Warehouse (**JDW**). The JDW is a central repository of key criminal and juvenile justice information. Information for the warehouse is taken from several sources, including the Iowa Court Information System (ICIS). ICIS is operated on 26 local data bases and is comprised of subsystems: juvenile court services, consolidated case processing, financial reporting, jury selection, appellate records management, scheduling, tickler system administration, etc. The overall mission of the JDW is to provide the judicial, legislative, and executive branches of state government and other entities with improved statistical and decision support information pertaining to justice system activities.

For purposes of administration relating to Iowa’s court system, Iowa’s 99 counties are organized into eight judicial districts. Presently all eight judicial districts are entering and utilizing information from ICIS. Information from each of these districts is available for analysis from the JDW.

Labeling of Matrices – *This plan is Iowa’s 2010 grant plan. The most recently updated matrices are referred to the “2009” matrices. **The time period reflected in the 2009 matrices is for the most recent full calendar year available, 1/1/09 through 12/31/09; the 2008 matrices are for the calendar year of 1/1/08 through 12/31/087, etc.***

Other Data Source in Matrices - *State training school holds exclude those youth sent for 30 day evaluations – only boys state training school holds were included. Data for the decision points of “arrest” were not taken from JDW - further discussion of the data from those decision points is included below.*

Over the past seven years CJJP has worked with a juvenile court services committee (ICIS User Group) and Iowa’s Chief Juvenile Court Officers to create agreed upon procedures for data entry and analysis. Juvenile court officials have also provided feedback on design for a variety of standardized reports. Those reports have enhanced Iowa’s ability to provide juvenile court processing and monitoring information that is being used for completion of OJJDP’s DMC Matrices.

Data Reconciliation - Each month CJJP works with ICIS User Group staff to validate JDW data against county reports. The data used to complete the matrices have been through that validation process. Despite the validation efforts, there are still data entry inconsistencies in certain jurisdictions for certain decision points. Training efforts have continued to improve the quality of the data and have targeted that specific issue. CJJP will continue discussions with local officials to determine if any additional training or technical assistance is needed.

Adult Court Waiver – The adult court waiver data reflected on the DMC matrices include those incidents where the juvenile court has waived youth from the juvenile court to the jurisdiction of the adult criminal court. The adult court waiver data in the matrices do not include information on those 16- and 17-year-old youth who end up under adult court jurisdiction due to statutory exclusion from juvenile court jurisdiction for the commission of certain serious offenses (forcible felony offenses; certain drug, weapon or gang-related offenses) – such statutory exclusion is detailed in Iowa Code Section 232.8(3).

Arrest Data - Data for completion of this decision point in the matrices were taken from the Iowa Uniform Crime Report (UCR). The UCR is generated by the Department of Public Safety (DPS) from law enforcement agencies throughout Iowa that supply information to DPS regarding the numbers and types of arrests that they make every year.

DPS officials note that not all Iowa law enforcement agencies report arrest information and that some reporting agencies under-report juvenile arrest statistics. It is important to note that the arrest rates reported by DPS are adjusted rates and are based on age-specific populations in those law enforcement jurisdictions reporting data to DPS. If a law enforcement agency underreported data, but reported at least some data, both the arrest and population numbers from that jurisdiction were included in the calculation of the statewide rates reported by DPS. Assuming that the population numbers for given jurisdictions are accurate, and the number of arrests are less than what actually occurred, the actual statewide arrest rate would be greater than reported. Given current and past underreporting of juvenile arrests by some jurisdictions, CJJP believes that the arrest rates discussed below are lower than would be seen if all juvenile arrests were reported.

Other Data Sources – As was mentioned briefly above, additional information for completion of the matrices was taken from a juvenile detention facility database that is maintained by CJJP for compliance monitoring for the JJDP Act. Additional information was provided from census sources maintained by OJJDP and its contractors. The data sources are noted at the bottom first page of each matrix.

Incident-Based data – In large part the data reflected in the report are “incident-based,” not “youth-based.” For example, the statewide matrices reflect 25,045 “incidents” of referral during the report period. That does not reflect that there were 25,045 youth referred; it means there were that many referral incidents to Juvenile Court Services. It is possible that an individual youth could have experienced multiple referral incidents during a report year. Therefore, the number of youth who have been referred is lower than the number of referral incidents – the data in the matrices reflect the number of incidents. Similarly, a single referral incident for a given youth could include multiple offenses. The matrices reflect the number of referral incidents, not the number of offenses.

Population Reflected on Matrix – Report Period - The population group represented in the matrices is youth ages 10-17 (except for STS – only youth from 12-17 are admitted to that institution). The time period reflected for most of the decision points in the most current matrix is calendar 2009 (1/1/09 thru 12/31/09). *Arrest data are from the Iowa 2008 Uniform Crime Report.* Explanations at the bottom of the individual data entry sheets reflect the data source.

Geographic Area Targeted with the Matrices - Much of Iowa’s DMC effort focuses on providing technical assistance to four sites with high minority populations. The technical assistance sites (TA sites) include Black Hawk, Johnson, Polk, and Woodbury counties. The technical assistance is provided by the University of Iowa School of Social Work, National Resource Center for Family Centered Practice; the University serves as the state’s DMC Resource Center (Resource Center). The Resource Center’s efforts

are discussed later in this plan. DMC Matrices have been completed for each of Resource Center's TA sites.

2. DMC Data Discussions

a. Discussion of State Relative Rate Indexes

State - Review of RRI Trends

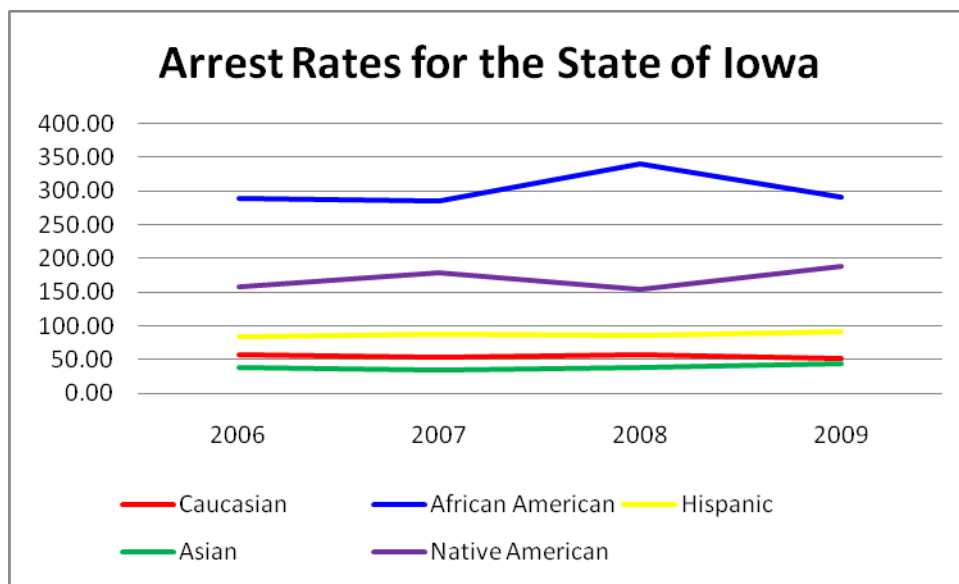
Iowa's DMC Approach is focused at both the state and local level. This section of the report includes discussion of the state-level information followed by discussion of the three sites.

- Provided below is discussion of Iowa's statewide matrices. Information regarding local matrices is available in this report following discussion of the statewide data. *In its August 2007 meeting the Governor's Youth Race and Detention Task Force (YRDTF) voted to focus its efforts at the decision making phases of **referral, diversion, and detention**. In its February 2009 the YRDTF included in its findings specific information regarding increases in **arrests** for African-American youth. Based on that information this section of the report includes state and local-level information specific to the noted decision points. The YRDTF issued in report to Governor Culver in May 2009. The recommendation from that report reflects an ongoing desire to affect early court processing. In February 2010 Governor Culver seated an Implementation Committee to "implement the recommendations of the YRDTF. Implementation Committee efforts are discussed later in this plan.*

The below tables were created to reflect Iowa's focus on arrest, referral, diversion, and detention.

State Level Matrix Data - Arrest

Below is a table that details the rate of juvenile arrests per thousand youths. Statewide matrices (the document from which data in the four below tables were taken) for each year and decision point (arrest, referral, diversion, and detention) are available by clicking on the respective year ([2006](#), [2007](#), [2008](#), [2009](#)).



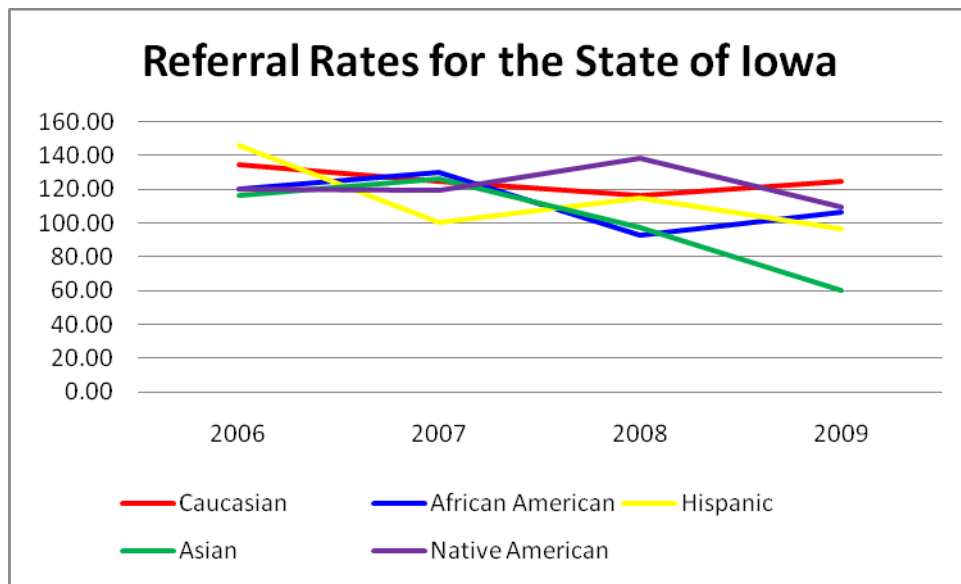
Source: Iowa Department of Public Safety – Uniform Crime Report

Remarks regarding figure:

- Average arrest rates for African-American (301.77), Native American (170), and Hispanic (86.9) youth are higher than the rates of Caucasian (54.76) youth for the 2006 – 2009 period.
 - The average rate of arrest for African-American youth is 5.5 times higher than that of Caucasian youth during the report years.
 - The average rate of arrest for Native American youth is 3.1 times higher than that of Caucasian youth.
 - The rate of arrest for Asian youth (average 38.89) is lower than that of Caucasian youth for all of the report years.

State Level Matrix Data - Referral

Below is a table that details the rate of delinquency referrals to the juvenile court per thousand youths.



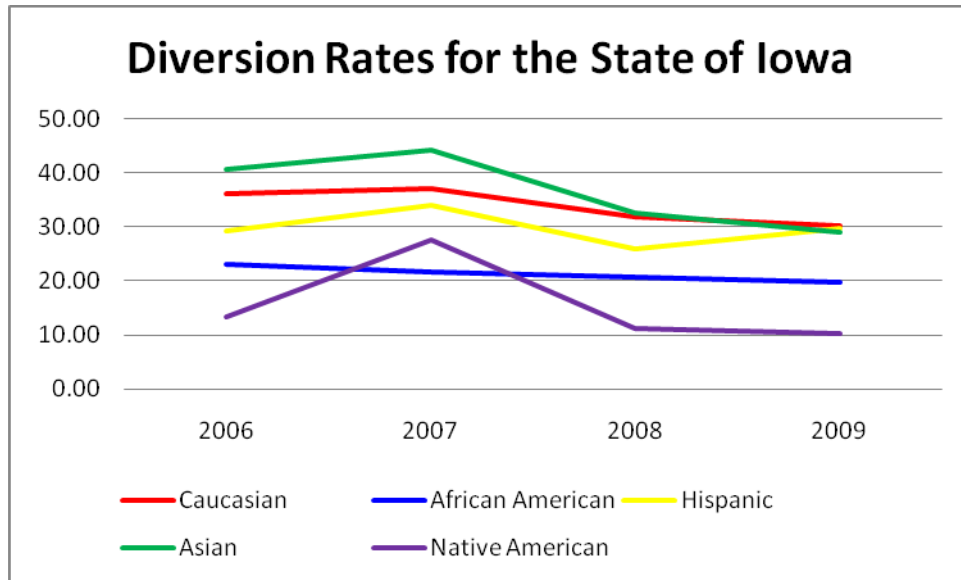
Source: CJJP – JDW

Remarks regarding figure:

- Referral rates in 2009 were lower than those in 2006 for all racial/ethnic groups except Native Americans.
- Caucasian youth have the highest average referral rate (124.96), and Asians have the lowest (100.4).

State Level Matrix Data - Diversion

Below is a figure that details the rate per thousand of juvenile court delinquency diversions. In Iowa such diversions are called informal adjustments.



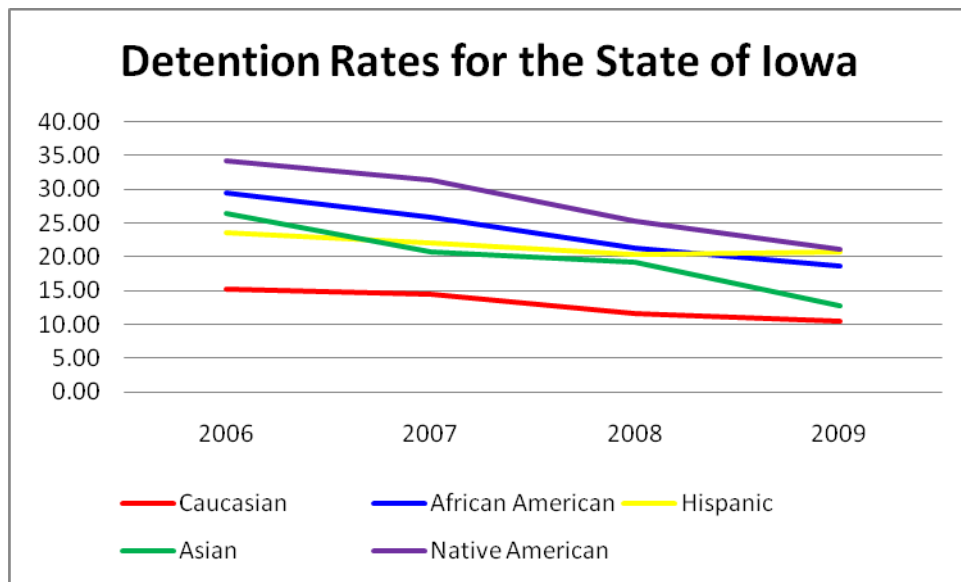
Source: CJJP - JDW

Remarks regarding figure:

- The average diversion rates for the racial/ethnic groups are as listed:
 - Asian 36.57, Caucasian 33.79, Hispanic 29.72, African-American 21.27, and Native American 15.53.

State Level Matrix Data – Juvenile Detention

The figure below details the rate per thousand of detention facility holds.



Source: CJJP – Juvenile Detention Database

Remarks regarding figure:

- Detention rates in 2009 were lower than those in 2006 for all racial/ethnic groups.
- The average detention rate for all minority groups is higher than that of Caucasians and are as follows:

- Native American 28.02, African-American 23.84, Hispanic 21.71, Asian 19.8, and Caucasian 12.94.
- The average rate of detention for Native American and African-American youth is approximately 2 times higher than that of Caucasian youth during the report years.

b. Discussion of County Relative Rate Indexes

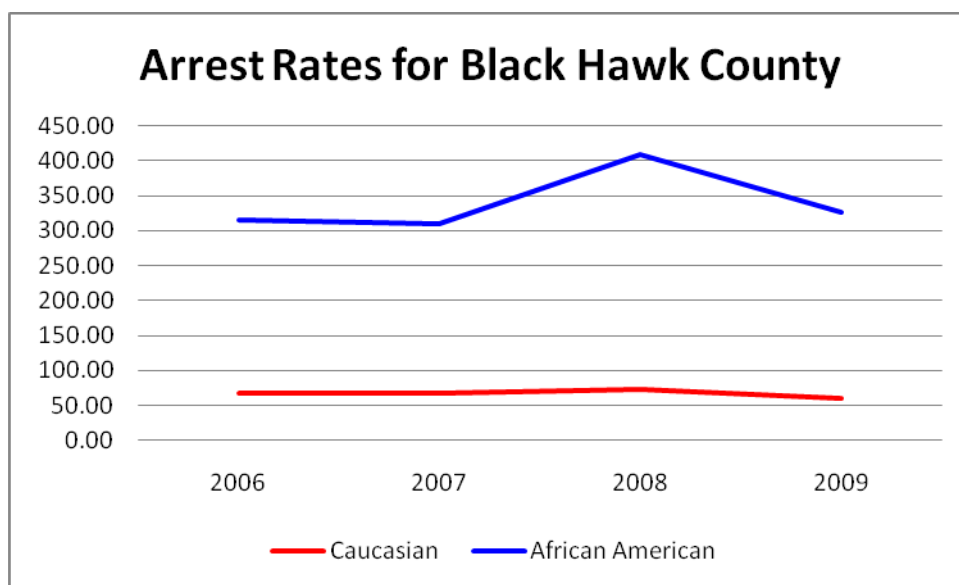
Discussion of Black Hawk County Relative Rate Index

Black Hawk - Review of RRI Trends

Analysis regarding Black Hawk County's matrices is provided below. Black Hawk County matrices (the document from which data in the four below tables were taken) for each year and decision point (arrest, referral, diversion, and detention) are available by clicking on the respective year ([2006](#), [2007](#), [2008](#), [2009](#)).

Black Hawk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.



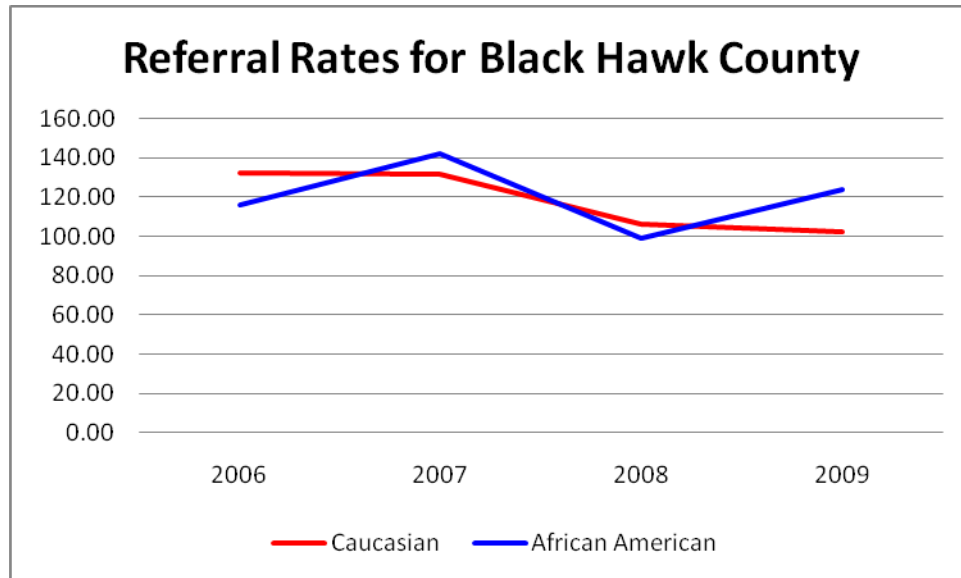
Source: Iowa Department of Public Safety – Uniform Crime Report

Remarks regarding figure:

- The arrest rate for African-American youth (average 340.25), is considerably higher than the rate for Caucasian youth (average 66.76) for the 2006 – 2009 period.
 - The average rate of arrest for African-American youth is over 5 times higher than that of Caucasian youth during the report years.

Black Hawk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.



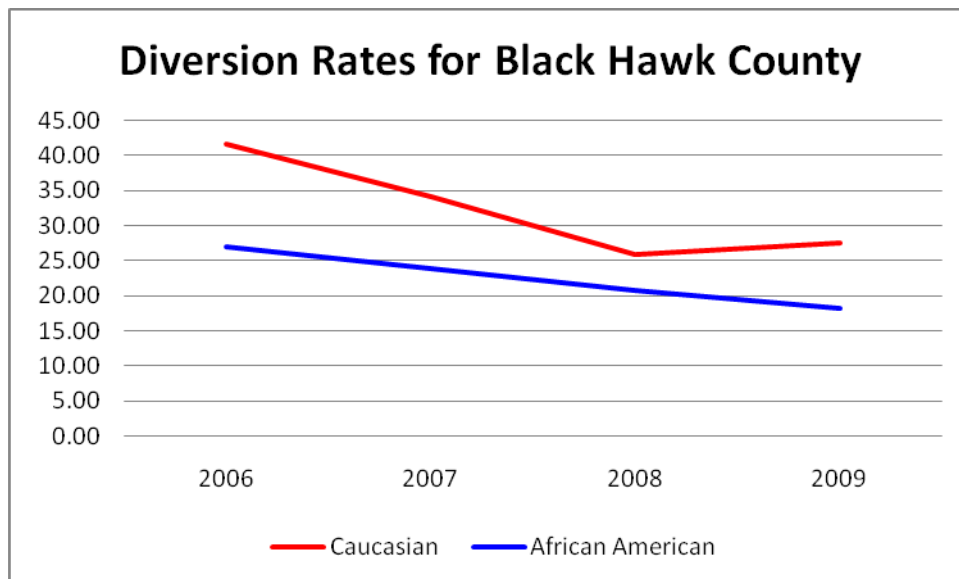
Source: CJJP – JDW

Remarks regarding figure:

- Average referral rates for African-American (120.33) youth are similar to the rates of Caucasian (118) youth for the 2006 – 2009 period.
- Referral rates for Caucasian youth decreased from 2007 to 2009.
- Referral rates for African-American youth decreased from 2007 to 2008, and increased in 2009.

Black Hawk County Matrix Data - Diversion

The figure below details the rate per thousand of Black Hawk County juvenile court delinquency diversion.



Source: CJJP – JDW

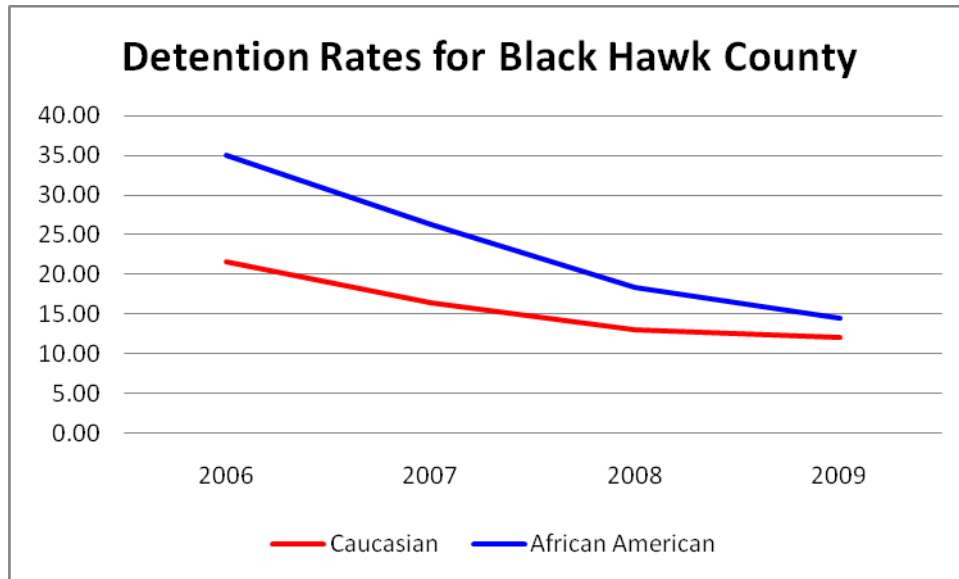
Remarks regarding figure:

- The average diversion rate for African-Americans youth was 22.47, and for Caucasian youth was 32.31 for the 2006 – 2009 report period.

- Diversion rates for African-American youth and Caucasian youth decreased during the report years.

Black Hawk County Matrix Data – Juvenile Detention

The figure below details the rate per thousand of Black Hawk County detention facility holds.



Source: CJJP – Juvenile Detention Database

Remarks regarding figure:

- The average detention rate for African-Americans youth was 23.56, and was 15.8 for Caucasians during the 2006 - 2009 report period.
- The detention rate for African-American and Caucasian youth was lower in 2009 than in 2006.
- Each of the report years the rate of detention between the two racial groups grew closer.

Black Hawk – Comparative RRI Data

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) maintains a data file that includes matrix information from a significant number of local jurisdictions across the United States (in excess of 700 local jurisdictions nationwide). The website is listed here (<http://ojjdp.ncjrs.gov/dmc/tools.html>). The OJJDP data set allows the comparison of relative rates for local jurisdictions, against similar-sized jurisdictions in other states. A comparative data table for Black Hawk is included as a separate attachment to this application.

Interpreting comparative data - The percentile value of specific decision points in OJJDP's comparative data base reflects a given jurisdiction's RRI rank against other local jurisdictions. OJJDP instructions require states to identify those jurisdictions with elevated percentiles for the decision points of arrest, referral, detention, petitions, delinquency adjudication, placements in juvenile correctional facilities, and transfer to adult court. RRI values for diversion and probation are typically the reverse of the other stages: a lower numeric value typically means under-utilization of diversion and probation.

It should be remembered that comparisons between and among jurisdictions should be made with care. A host of variables may influence system involvement with youth, many of which are beyond the control of the juvenile justice system. Data below reflect that Black Hawk County's RRI for African-American youth at petition is higher than 99% of the reporting jurisdictions. Black Hawk County's petition rates for Caucasian and African-American youth in 2009 were considerably lower than the national average. Thus, the RRI alone does not present a complete picture of what is taking place in the local jurisdiction (see below).

Black Hawk County *Petition RRI - African-American youth 1.62
National **Petition RRI - African-American youth 1.1

Black Hawk County *Petition Rate – Caucasian youth - 18.49, African-American youth – 26.24
National **Petition Rate- Caucasian youth – 52.6, African-American youth 62.2

* Source: CJJP – JDW Calendar 2009 Petitions

** Source: National Center for Juvenile Justice – 2005 Petitions (<http://www.ojdp.ncjrs.gov/ojstatbb/dmcdab/asp/display.asp>)

Black Hawk – comparative data – decision points above the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with elevated RRI's (above 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Black Hawk county for the given decision points.

African-American Youth – arrest (95th percentile, n=613), detention (55th percentile, n=110), petition (99th percentile, n=215). Data reflect that Black Hawk County has an RRI for African-American youth at arrest that is higher than 95% of the other reporting local jurisdictions. Percentages reflect accordingly for the other listed decision points.

Black Hawk – comparative data – decision points below the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with lower RRI's (below 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Black Hawk county for the given decision points. Remarks are provided related to feasibility.

African-American Youth – diversion- informal adjustment (20th percentile, n=138). Black Hawk's 20th percentile ranking for diversion reflects that 80% of the comparative jurisdictions have a higher RRI for African-American youth at diversion. Percentages reflect accordingly for the other listed decision points.

Potential of jurisdiction to affect DMC for target population

- Black Hawk County has active DMC and JDAI Committees which involve the Chief Juvenile Court Officer, prosecution, defense, a juvenile court judge, schools, key minority leaders from the African-American Community, the detention facility director, etc. In recent years the group has looked closely at detentions and arrests for African-American youth. The community will continue to work to affect detention reform.
- The state is releasing an RFA to continue its DMC Resource Center concept (anticipated start date for provider from RFA process July 1, 2010). A new focus of the Resource Center concept is to focus attention at the arrest and referral of youth from schools to the juvenile court. Black Hawk County is one of four local sites targeted to work specifically with Iowa's DMC Resource Center. Its local committees are already working to affect arrests for African-American youth. It is expected that the specified technical assistance will further assist the local efforts under way.
- All of Iowa's counties are utilizing the Iowa Delinquency Assessment tool (IDA). The tool measures risk and need against a number of domains. The tool is maintained in the ICIS system (ICIS discussed earlier in this section). CJJP has recently learned it may be able to obtain IDA data through the JDW. Over the upcoming year, CJJP will work with the Chief Juvenile Court Officer in Black Hawk County, and the local JDAI and DMC Committees to learn more about the risk level reflected (by race/ethnicity) in the IDA at the decision points of petition and probation. Specific discussion will relate to the extent to how the IDA tool is being utilized to assist decisions regarding the filing of petitions.
- CJJP is presently working with the local Chief Juvenile Court Officer in Black Hawk to learn more about how diversion statistics are being recorded in the ICIS system. As the matrices reflect, CJJP's past practice has been to count only informal adjustments. CJJP understands that there

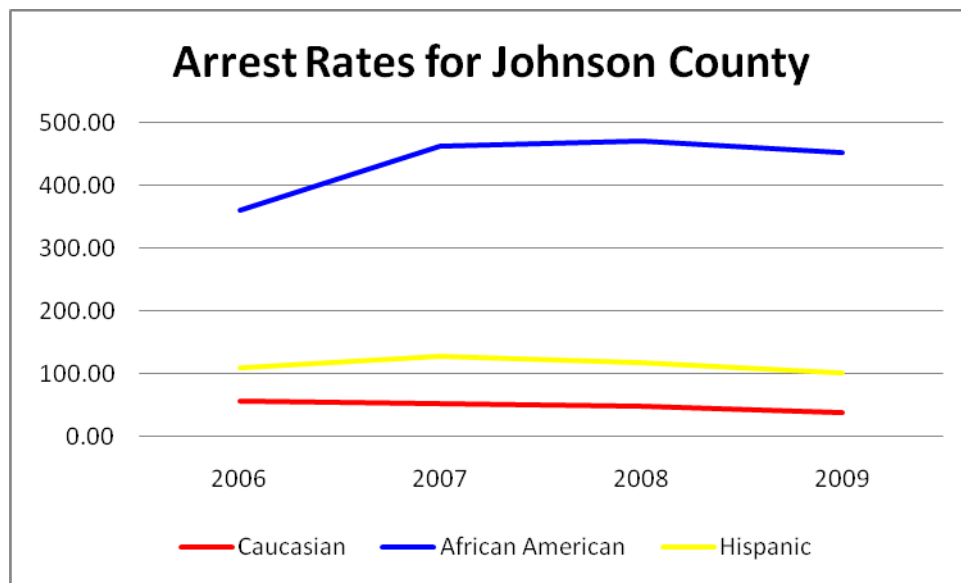
are a variety of other potential screens/data fields available in the ICIS system that may include additional options being utilized for diversion activities. CJJP will work with local offices to gather information to determine if the information provides a more complete picture of local diversion efforts.

Additional information related specific local activity to affect minority overrepresentation is provided later in this section (see Intervention III).

Discussion of Johnson County Relative Rate Index

Johnson - Review of RRI Trends

Analysis regarding Johnson County's matrices is provided below. Johnson County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) are available by clicking on the respective year ([2006](#), [2007](#), [2008](#), [2009](#)).



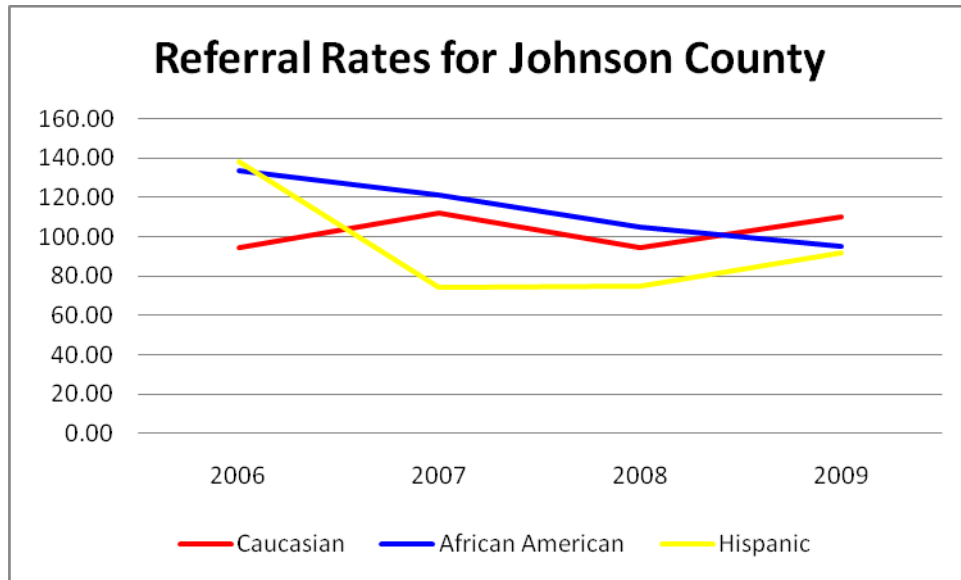
Source: Iowa Department of Public Safety – Uniform Crime Report

Remarks regarding figure:

- Arrest rates for Caucasian and Hispanic youth declined from 2006 to 2009, and increased for African-American youth.
- The average arrest rate for African-American (436.7) and Hispanic youth (113.76) is considerably higher than the rate for Caucasian youth (48.87) for the 2006 – 2009 period.
 - The average rate of arrest for African-American youth is nearly 9 times higher than that of Caucasian youth during the report years.
 - The average rate of arrest for Hispanic youth is 2.24 times higher than that of Caucasian youth during the report years.

Johnson County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.



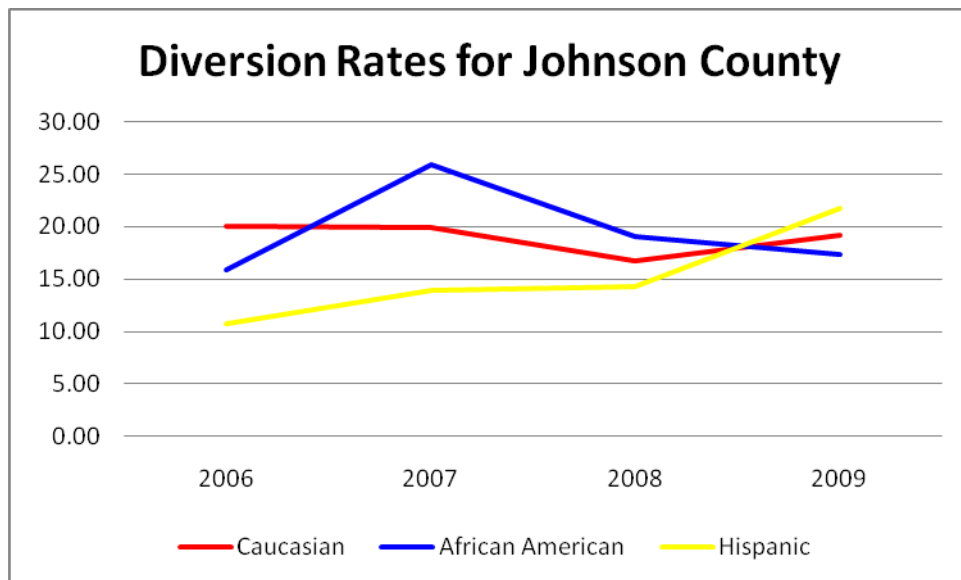
Source: CJJP – JDW

Remarks regarding figure:

- Referral rates for African-American and Hispanic youth declined from 2006 to 2009, and increased for Caucasian youth.
- The average referral rate for the various racial/ethnic groups is as follows: African-Americans (113.7), Caucasians (102.9), and Hispanics (94.9).

Johnson County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Johnson County juvenile court delinquency diversions.



Source: CJJP – JDW

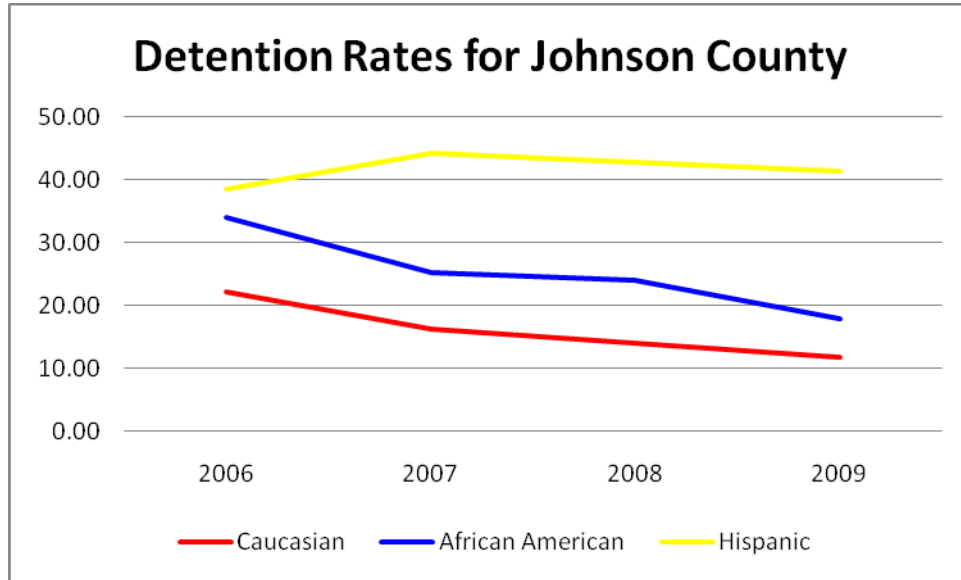
Remarks regarding figure:

- Diversion rates for African-American and Hispanic youth increased from 2006 to 2009, and held steady for Caucasian youth.

- The average diversion rate for the various racial/ethnic groups is as follows: African-Americans, (19.6), Caucasians (19), Hispanics (15.2)..

Johnson County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Johnson County detention facility holds.



Source: CJJP – Juvenile Detention Database

Remarks regarding figure:

- Detention rates for African-American and Caucasian youth decreased from 2006 to 2009, and held steady for Hispanic youth.
- The average detention rate for the various racial/ethnic groups is as follows: Hispanics (41.7), African-Americans (33), and Caucasians (16).
 - The average rate of detention for Hispanic youth is 2.6 times higher than that of Caucasian youth during the report years.
 - The detention rates for Caucasian and African-American youth grew closer from 2006 (33.97 African-American youth - minus 22.2 Caucasian youth=11.8 difference) to 2009 (17.89 African-American youth - minus 11.76 Caucasian youth=6.13 difference).

Johnson – Comparative RRI Data

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) maintains a data file that includes matrix information from a significant number of local jurisdictions across the United States (in excess of 700 local jurisdictions nationwide). The website is listed here (<http://ojjdp.ncjrs.gov/dmc/tools.html>). The OJJDP data set allows the comparison of relative rates for local jurisdictions, against similar sized jurisdictions in other states. A comparative data table for Johnson County is included as a separate attachment to this application.

Interpreting comparative data - The percentile value of specific decision points in OJJDP's comparative data base reflects a given jurisdiction's RRI rank against other local jurisdictions. OJJDP instructions require states to identify those jurisdictions with elevated percentiles for the decision points of arrest, referral, detention, petitions, delinquency adjudication, placements in juvenile correctional facilities, and transfer to adult court. RRI values for diversion and probation are typically the reverse of the other stages: a lower numeric value typically means under-utilization of diversion and probation.

It should be remembered that comparisons between and among jurisdictions should be made with care. A host of variables may influence system involvement with youth, many of which are beyond the control of the juvenile justice system. Data below reflect the Johnson County's RRI

for African-American youth at petition is higher than 99% of the reporting jurisdictions. Johnson County's petition rates for Caucasian and African-American youth in 2009 were considerably lower than the national average. Thus, the RRI alone does not present a complete picture of what is taking place in the local jurisdiction (see below).

Johnson County *Petition RRI - African-American youth 1.6

National **Petition RRI - African-American youth 1.1

Johnson County *Petition Rate – Caucasian youth - 22.51, African-American youth – 36.01

National **Petition Rate- Caucasian youth – 52.6, African-American youth 62.2

* Source: CJJP – JDW Calendar 2009 Petitions

** Source: National Center for Juvenile Justice – 2005 Petitions (<http://www.ojdp.ncjrs.gov/ojstatbb/dmcdab/asp/display.asp>)

Johnson – comparative data – decision points above the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with elevated RRI's (above 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Johnson county for the given decision points.

African-American Youth – arrest (99th percentile, n=359), detention (70th percentile, n=61), petition (99th percentile, n=123). Data reflect that Johnson County has an RRI for African-American youth at arrest that is higher than 99% of the other reporting local jurisdictions. Percentages reflect accordingly for the other listed decision points.

Hispanic Youth – arrest (95th percentile, n=50), detention (99th percentile, n=19), petition (95th percentile, n=18).

Johnson – comparative data – decision points below the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with lower RRI's (below 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Johnson county for the given decision points. Remarks are provided related to feasibility.

African-American Youth – diversion- informal adjustment (45th percentile, n=59). Johnson's 45th percentile ranking for diversion reflects that 55% of the comparative jurisdictions have a higher RRI for African-American youth at diversion.

Hispanic Youth – diversion- informal adjustment (20th percentile, n=10).

Potential of jurisdiction to affect DMC for target population

- The state is releasing an RFA to continue its DMC Resource Center concept (anticipated start date for provider from RFA process July 1, 2010). A new focus of the Resource Center concept is to focus attention at the arrest and referral of youth from schools to the juvenile court. Johnson County is one of four local sites targeted to work specifically with Iowa's DMC Resource Center. Its local DMC Committee is already working to affect arrests for African-American youth. It is expected that the specified technical assistance will further assist the local efforts under way.
- All of Iowa's counties are utilizing the Iowa Delinquency Assessment tool (IDA). The tool measures risk and need against a number of domains. The tool is maintained in the ICIS system (ICIS discussed earlier in this section). CJJP has recently learned it may be able to obtain IDA data through the JDW. Over the upcoming year, CJJP will work with the Chief Juvenile Court Officer in Johnson County, and the local DMC Committee to learn more about the risk level reflected (by race/ethnicity) in the IDA at the decision points of petition. Specific discussion will relate to the extent to how the IDA tool is being utilized to assist decisions regarding the filing of petitions.
- CJJP is presently working with the local Chief Juvenile Court Officer in Johnson to learn more about how diversion statistics are being recorded in the ICIS system. As the matrices reflect, CJJP's past practice has been to count only informal adjustments. CJJP understands that there

are a variety of other potential screens/data fields available in the ICIS system that may include additional options being utilized for diversion activities. CJJP will work with local offices to gather information to determine if the information provides a more complete picture of local diversion efforts.

Additional information related specific local activity to affect minority overrepresentation is provided later in this section (see Intervention III).

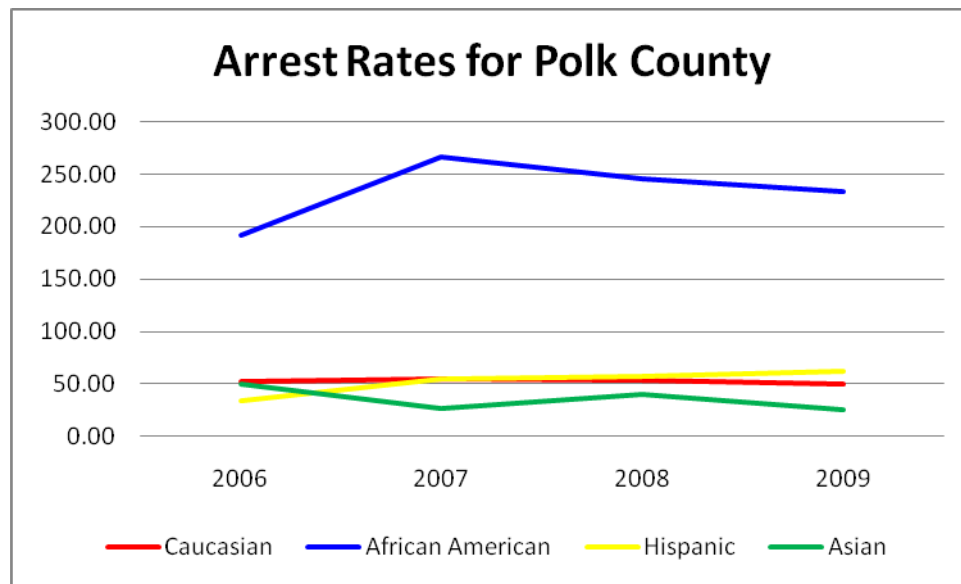
Discussion of Polk County Relative Rate Index

Polk - Review of RRI Trends

Analysis regarding Polk County's matrices is provided below. Polk County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) are available by clicking on the respective year ([2006](#), [2007](#), [2008](#), [2009](#)).

Polk County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.



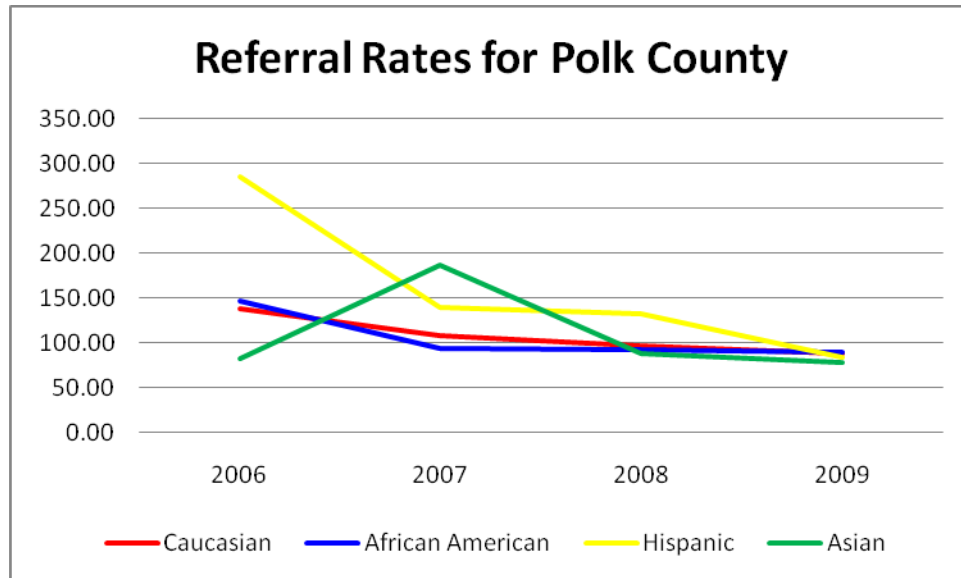
Source: Iowa Department of Public Safety – Uniform Crime Report

Remarks regarding figure:

- The average arrest rate for African-American youth (234.2) is considerably higher than the rate for Hispanic (75.42), Caucasian (56.82), and Asian (36.48) youth for the 2006 – 2009 period.
 - The average rate of arrest for African-American youth is 4.45 times higher than that of Caucasian youth during the report years.
- The rate of arrest was stable for Caucasian, Hispanic and Asian youth during the report years.
- The rate of arrest for African-American youth increased from 191.91 (2006) to 266.1 (2007).

Polk County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.



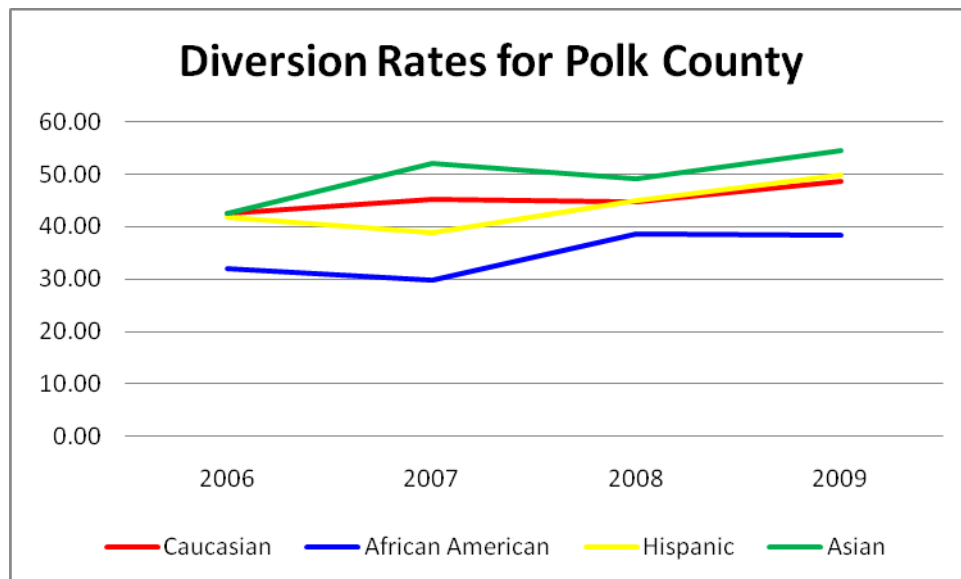
Source: CJJP – JDW

Remarks regarding figure:

- The referral rates for each of the racial/ethnic groups were similar in 2009.
- The average referral rate for Hispanics youth (160.35) was somewhat higher than for the other racial/ethnic groups (over 100 for each group).
- The referral rate for all racial groups dropped from 2006 to 2009.

Polk County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.



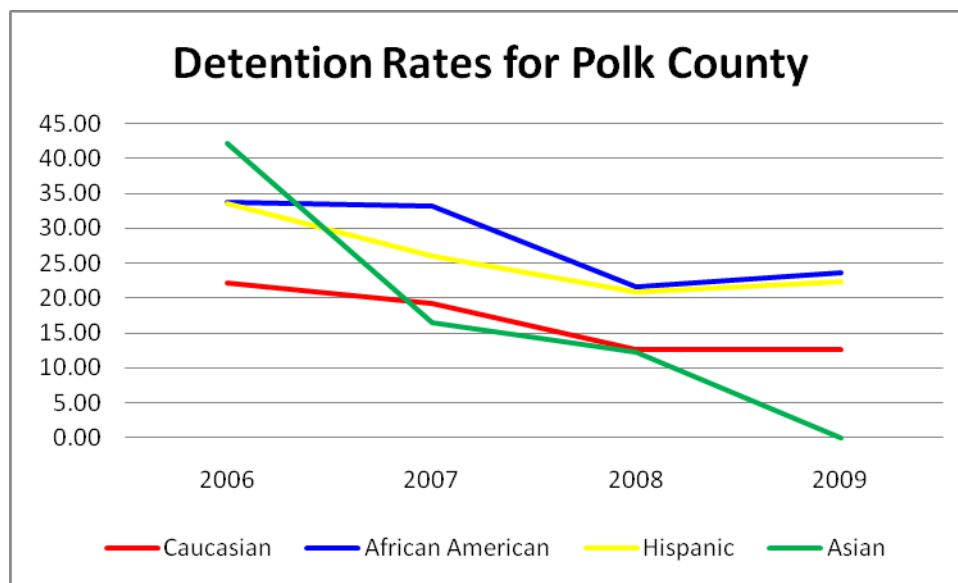
Source: CJJP – JDW

Remarks regarding figure:

- Diversion rates for all racial/ethnic groups increased from 2006 to 2009.
- Asian (49.58) youth have the highest average diversion rate for the report years, and African-American youth (34.73) have the lowest.

Polk County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Polk County detention facility holds.



Source: CJJP – Juvenile Detention Database

Remarks regarding figure:

- The detention rate for all racial/ethnic groups declined significantly during the report years.
- The average detention rate for the various racial/ethnic groups is as follows: African-Americans (28), Hispanics (25.72), Asians (17.7) and Caucasians (16.61).

Polk – Comparative RRI Data

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) maintains a data file that includes matrix information from a significant number of local jurisdictions across the United States (in excess of 700 local jurisdictions nationwide). The website is listed here (<http://ojjdp.ncjrs.gov/dmc/tools.html>). The OJJDP data set allows the comparison of relative rates for local jurisdictions, against similar sized jurisdictions in other states. A comparative data table for Polk County is included as a separate attachment to this application.

Interpreting comparative data - The percentile value of specific decision points in OJJDP's comparative data base reflects a given jurisdiction's RRI rank against other local jurisdictions. OJJDP instructions require states identify those jurisdictions with elevated percentiles for the decision points of arrest, referral, detention, petitions, delinquency adjudication, placements in juvenile correctional facilities, and transfer to adult court. RRI values for diversion and probation are typically the reverse of the other stages: a lower numeric value typically means under-utilization of diversion and probation.

It should be remembered that comparisons between and among jurisdictions should be made with care. A host of variables may influence system involvement with youth, many of which are beyond the control of the juvenile justice system. Data below reflect the Polk County's RRI for African-American youth at petition is higher than 99% of the reporting jurisdictions. Polk County's petition rates for Caucasian and African-American youth in 2009 were considerably lower than the national average. Thus, the RRI alone does not present a complete picture of what is taking place in the local jurisdiction (see below).

Polk County - *Petition RRI - African-American youth 1.71

National - **Petition RRI - African-American youth 1.1

Polk County - *Petition Rate – Caucasian youth - 12.26, African-American youth – 20.94
National - **Petition Rate- Caucasian youth – 52.6, African-American youth 62.2

* Source: CJJP – JDW Calendar 2009 Petitions

** Source: National Center for Juvenile Justice – 2005 Petitions (<http://www.ojjdp.ncjrs.gov/ojstatbb/dmcdab/asp/display.asp>)

Polk – comparative data – decision points above the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with elevated RRI's (above 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Polk county for the given decision points.

African-American Youth – arrest (95th percentile, n=851), detention (80th percentile, n=180), petition (99th percentile, n=160). Data reflect that Polk County has an RRI for African- American youth at arrest that is higher than 95% of the other reporting local jurisdictions. Percentages reflect accordingly for the other listed decision points.

Hispanic Youth – arrest (60th percentile, n=253), detention (85th percentile, n=47), petition (99th percentile, n=41).

Polk – comparative data – decision points below the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with lower RRI's (below 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Polk county for the given decision points. Remarks are provided related to feasibility.

No decision point data of statistical significance for diversion and probation below the 50th percentile.

Potential of jurisdiction to affect DMC for target population

- Polk County has active DMC and JDAI Committees which involve the Chief Juvenile Court Officer, prosecution, defense, a juvenile court judge, schools, key minority leaders from the African-American Community, the detention facility director, etc. In recent years the group has looked closely at detentions and arrests for African-American youth. The community will continue to work to affect detention reform.
- The state is releasing an RFA to continue its DMC Resource Center concept (anticipated start date for provider from RFA process July 1, 2010). A new focus of the Resource Center concept is to focus attention at the arrest and referral of youth from schools to the juvenile court. Polk County is one of four local sites targeted to work specifically with Iowa's DMC Resource Center. Its local Committees are already working to affect arrests for African-American youth. It is expected that the specified technical assistance will further assist the local efforts under way.
- All of Iowa's counties are utilizing the Iowa Delinquency Assessment tool (IDA). The tool measures risk and need against a number of domains. The tool is maintained in the ICIS system (ICIS discussed earlier in this section). CJJP has recently learned it may be able to obtain IDA data through the JDW. Over the upcoming year, CJJP will work with the Chief Juvenile Court Officer in Polk County, and the local JDAI and DMC Committees to learn more about the risk level reflected (by race/ethnicity) in the IDA at the decision points of petition and probation. Specific discussion will relate to the extent to how the IDA tool is being utilized to assist decisions regarding the filing of petitions.
- CJJP will soon be working with the local Chief Juvenile Court Officer in Polk to learn more about how diversion statistics are being recorded in the ICIS system. As the matrices reflect, CJJP's past practice has been to count only informal adjustments. CJJP understands that there are a variety of other potential screens/data fields available in the ICIS system that may include additional options being utilized for diversion activities. CJJP will work with local offices to gather information to determine if the information provides a more complete picture of local diversion efforts.

Additional information related specific local activity to affect minority overrepresentation is provided later in this section (see Intervention III).

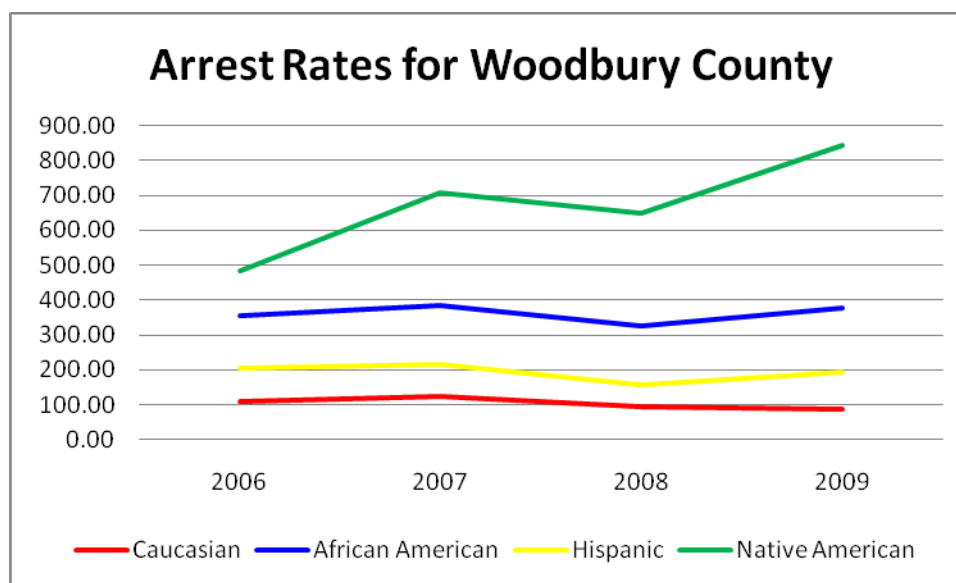
Discussion of Woodbury County Relative Rate Index

Woodbury - Review of RRI Trends

Analysis regarding Woodbury County's matrices is provided below. Woodbury County matrices (the document from which data in the four below tables was taken) for each year and decision point (arrest, referral, diversion, and detention) are available by clicking on the respective year ([2006](#), [2007](#), [2008](#), [2009](#)).

Woodbury County Matrix Data - Arrest

Below is a table that details the rate per thousand of juvenile arrests.



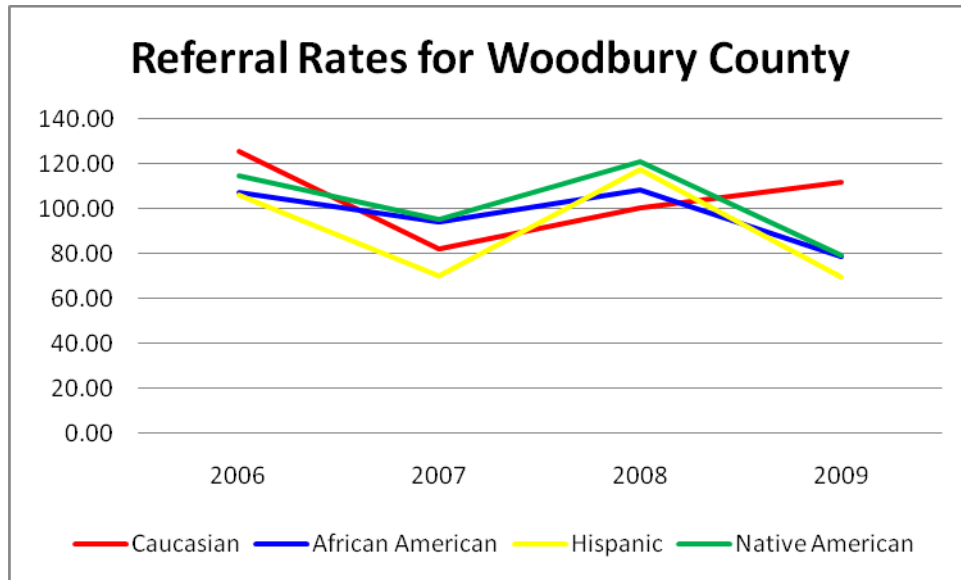
Source: Iowa Department of Public Safety – Uniform Crime Report

Remarks regarding figure:

- The average arrest rate for Native American (670.65) and African-American youth (361.24) is considerably higher than the rate for Hispanic (192) and Caucasian (104.22) youth for the 2005 – 2009 report period.
 - The average rate of arrest for Native American youth is 6.4 times higher than that of Caucasian youth during the report years.
 - The average rate of arrest for African-American youth is 3.5 times higher than that of Caucasian youth during the report years.
 - The arrest rate for Native American youth was at a four year high in 2009 (844), and a low in 2006 (482.67).

Woodbury County Matrix Data - Referral

Below is a table that details the rate per thousand of delinquency referrals to the juvenile court.



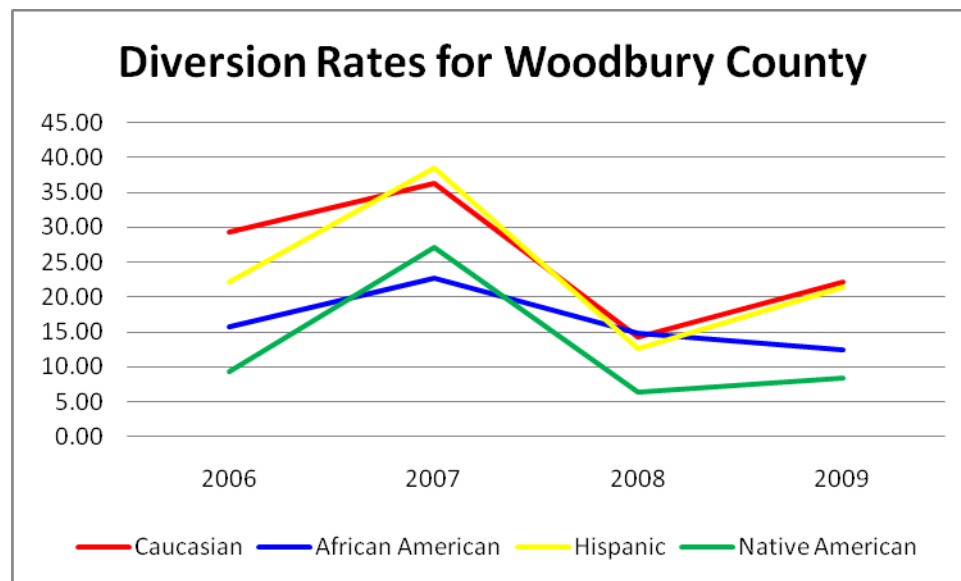
Source: CJJP – JDW

Remarks regarding figure:

- The referral rate for all racial/ethnic groups declined slightly from 2006 to 2009.
- The average referral rate for the various racial/ethnic groups is as follows: Caucasians (105), Native Americans (103), African-Americans (97.2), and Hispanics (90.9).

Woodbury County Matrix Data - Diversion

The figure below illustrates the rate per thousand of Polk County juvenile court delinquency diversions.



Source: CJJP – JDW

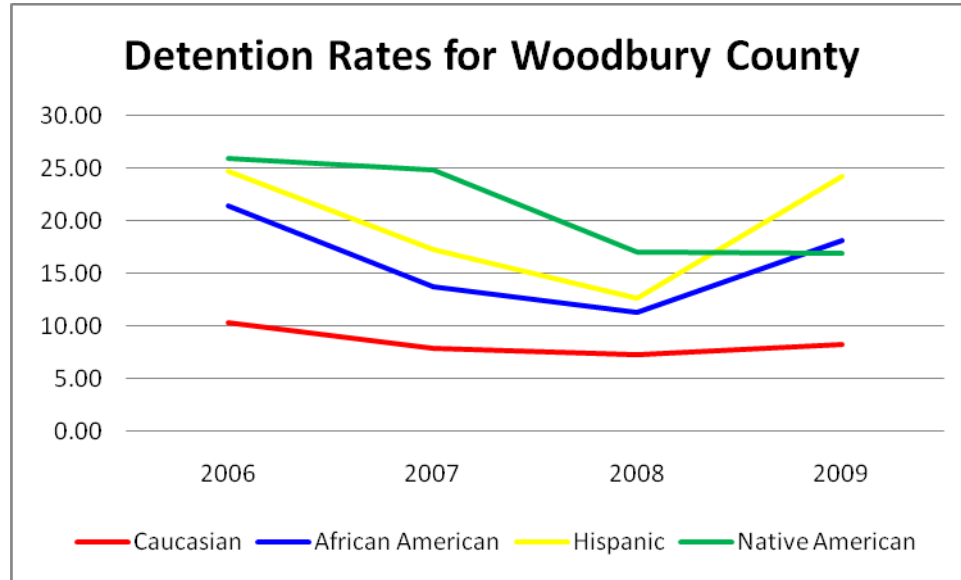
Remarks regarding figure:

- The average diversion rate for all racial ethnic groups was lower in 2009 than in 2006.
- The average diversion rate for Native American (12.86) and African-American (16.42) youth is lower than the diversion rate for Caucasians (25.49) and (23.68) youth.

- Rates for the racial/ethnic groups vary in Woodbury County from year-to-year due to low numbers of youth.

Woodbury County Matrix Data – Juvenile Detention

The figure below illustrates the rate per thousand of Woodbury County detention facility holds.



Source: CJJP – Juvenile Detention Database

Remarks regarding figure:

- The detention rate for all racial/ethnic groups declined from 2006 to 2009.
- The average detention rate is highest for Native American youth (21.2), and lowest for Caucasian youth (8.42).
 - The average rate of detention for Native American youth is 2.5 times higher than that of Caucasian youth during the report years.
 - The average rate of arrest African-American youth is approximately 2 times higher than that of Caucasian youth during the report years.

Woodbury – Comparative RRI Data

The federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) maintains a data file that includes matrix information from a significant number of local jurisdictions across the United States (in excess of 700 local jurisdictions nationwide). The website is listed here (<http://ojjdp.ncjrs.gov/dmc/tools.html>). The OJJDP data set allows the comparison of relative rates for local jurisdictions, against similar-sized jurisdictions in other states. A comparative data table for Woodbury is included as a separate attachment to this application.

Interpreting comparative data - The percentile value of specific decision points in OJJDP's comparative data base reflects a given jurisdiction's RRI rank against other local jurisdictions. OJJDP instructions require states identify those jurisdictions with elevated percentiles for the decision points of arrest, referral, detention, petitions, delinquency adjudication, placements in juvenile correctional facilities, and transfer to adult court. RRI values for diversion and probation are typically the reverse of the other stages: a lower numeric value typically means under-utilization of diversion and probation.

It should be remembered that comparisons between and among jurisdictions should be made with care. A host of variables may influence system involvement with youth, many of which are beyond the control of the juvenile justice system.

Woodbury – comparative data – decision points above the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with elevated RRI's (above 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Woodbury county for the given decision points.

African-American Youth – arrest (80th percentile, n=245), detention (85th percentile, n=35) . Data reflect that Woodbury County has an RRI for African- American youth at arrest that is higher than 80% of the other reporting local jurisdictions. Percentages reflect accordingly for the other listed decision point.

Hispanic Youth – arrest (85th percentile, n=420), detention (99th percentile, n=71), petition (99th percentile, n=47), and adjudication (95th percentile, n=24).

Asian Youth – arrest (99th percentile, n=87).

Native-American Youth – OJJDP's comparative data base does not include enough jurisdictions with information relative to Native-American youth to provide a comparison.

Woodbury – comparative data – decision points below the 50th percentile:

Provided in the below list (by racial/ethnic group) are those decision points with lower RRI's (below 50%). The list includes only those RRI decision points of statistical significance, and of some magnitude and volume. Included as well are numerical counts (n) for Woodbury county for the given decision points. Remarks are provided related to feasibility.

African-American Youth – diversion- informal adjustment (10th percentile, n=24). Woodbury's 45th percentile ranking for diversion reflects that 55% of the comparative jurisdictions have a higher RRI for African-American youth at diversion.

Potential of jurisdiction to affect DMC for target population

- Woodbury County has active DMC and JDAI Committees which involve the Chief Juvenile Court Officer, prosecution, defense, a juvenile court judge, schools, key minority leaders from the African-American Community, the detention facility director, etc. In recent years the group has looked closely at detentions and arrests for African-American youth. The community will continue to work to affect detention reform.
- The state is releasing an RFA to continue its DMC Resource Center concept (anticipated start date for provider from RFA process July 1, 2010). A new focus of the Resource Center concept is to focus attention at the arrest and referral of youth from schools to the juvenile court. Woodbury County is one of four local sites targeted to work specifically with Iowa's DMC Resource Center. Its local committees are already working to affect arrests for African-American youth. It is expected that the specified technical assistance will further assist the local efforts underway.
- All of Iowa's counties are utilizing the Iowa Delinquency Assessment tool (IDA). The tool measures risk and need against a number of domains. The tool is maintained in the ICIS system (ICIS discussed earlier in this section). CJJP has recently learned it may be able to obtain IDA data through the JDW. Over the upcoming year, CJJP will work with the Chief Juvenile Court Officer in Woodbury County, and the local JDAI and DMC Committees to learn more about the risk level reflected (by race/ethnicity) in the IDA at the decision points of petition and probation. Specific discussion will relate to the extent to how the IDA tool is being utilized to assist decisions regarding the filing of petitions.
- CJJP is presently working with the local Chief Juvenile Court Officer in Woodbury to learn more about how diversion statistics are being recorded in the ICIS system. As the matrices reflect, CJJP's past practice has been to count only informal adjustments. CJJP understands that there are a variety of other potential screens/data fields available in the ICIS system that may include additional options being utilized for diversion activities. CJJP will work with local offices to gather information to determine if the information provides a more complete picture of local diversion efforts.

Additional information related specific local activity to affect minority overrepresentation is provided later in this section (see Intervention III).

Phase II: Assessment/Diagnosis

The section provides updated DMC information from recently completed assessments. These assessments include studies conducted by Leiber (2006-2007); Feyerherm (2007) Richardson et al (2008), and the Governor's Youth Race and Detention Task Force (2009).

Research Studies Regarding Assessment

Updated Assessment Study, Michael Leiber (Black Hawk, Johnson Linn, and Scott)

In 2007 Michael Leiber, Ph.D., released an assessment study from his 2006 work examining the factors influencing decision-making in the juvenile courts in four Iowa counties (Black Hawk, Johnson, Linn, and Scott). Results of the study was also provided to the statewide DMC Committee of the SAG, the Governor's Youth Race and Detention Task Force and was posted on the DMC Resource Center website at: http://www.uiowa.edu/%7Enrcfcp/dmcrc/news_and_report.shtml. The documents include the full assessment, an executive summary and an executive brief. The study involved case tracking on information available through Iowa's Justice Data Warehouse (JDW). This recent assessment study was a replication study based on research Leiber had completed approximately ten years earlier.

Leiber studied a sample of 4,400 court referrals for delinquency. The study population included a random sample of White youth and a sample of African-American youth (over-sampled to increase sample size) for comparison on judicial disposition.

Major Finding

Leiber concluded that there were "race effects" operating in these four counties. These were most consistently found at juvenile court intake, with African-American youth more likely to be referred for further court proceedings than similarly-situated white youth. Consequently, it appears that both offending characteristics and racial bias seem to be contributing to African-American overrepresentation in the juvenile justice system. This conclusion is consistent with Leiber's 1993 findings.

Leiber and colleagues also found in this current study that females were less likely than males to be referred to court for formal proceedings in two jurisdictions.

Note: Staff in the counties studied shared concerns regarding the finding that minority youth were treated more harshly at the decision-making phase of intake. They questioned whether or not the study group, a sample of cases reaching the court decision-making phase of disposition, may have contributed to the finding. After performing a test on an additional sample of cases at the decision making phase of intake, Leiber's conclusion pertaining to African-American overrepresentation was unchanged.

Assessment Study Limitations:

- The study was based on an un-weighted sample that involved over-sampling of African-American youth and cases that reached judicial disposition. A majority of the cases processed in the juvenile court are not African-American and most cases do not reach judicial disposition. The sample of African-Americans was chosen to allow for greater numbers for the purpose of comparison to White youth and the "back-end" cases were chosen to provide analysis on cases at a number of the court's major decision making phases.
- JDW, the state-wide system from which the study data were taken, focuses on capturing information regarding the juvenile justice system's legal decision-making process. The system contains only limited information regarding family and school status information. This is a major weakness, as other studies have identified family and school factors as variables that influence detention decision-making.

- JDW is a statewide system that is the product of data input at the local level. There are inconsistencies regarding data entry in certain jurisdictions for certain decision points. Data entry for the decision phase of juvenile probation was being reported inconsistently in some of the jurisdictions during some of the years of the existing study. Similarly, the JDW includes a screen that provides basic information regarding whether or not youth are being placed in juvenile detention facilities. A variety of research has demonstrated that minority youth are often overrepresented in juvenile detention compared to their representation in the general population. Unfortunately, Leiber's research found that local jurisdictions are not routinely completing the detention placement screen in the JDW, further limiting the data available in the research.

Assessment Study Recommendations

Leiber made five recommendations (listed below). The Leiber study has influenced the efforts of the DMC Committee and the YRDTF. Leiber's recommendations are also reflected in the activities taking place in the 2009 DMC reduction plan.

Recommendation 1: Increase Structured Decision-Making at Intake

Recommendation 2: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 3: Conduct Additional Research on DMC

Recommendation 4: Improve Upon Iowa's Justice Data Warehouse (JDW) System for Case Management and DMC

Recommendation 5: Expand Crime Prevention Programs

Additional Assessment (Detention) Research, Michael Leiber (Black Hawk)

In November 2007 Dr. Leiber released a detailed study regarding race and juvenile detention in Black Hawk County. The initiative for the study came from the Court itself due to concerns about the number of detained youth, particularly minorities. A detailed inquiry into the use of detention, the types of detention used, for what and whom, had not been previously conducted. Data were manually collected from case files in Black Hawk County covering referrals to juvenile court and the North Iowa Detention facility from 2003 through 2004. Aggregate information was also used that represented the number of detention referrals for the years 1990 through 2004. Specific information on the detailed history of DMC in Iowa, Black Hawk County, sampling, tables, and findings can be found in the full technical report: *Race and Detention Decision-making and the Impact on Juvenile Court Outcomes in Black Hawk County, Iowa* and in an executive summary (Leiber, Fox, and Lacks, 2007 and available on the DMC Resource Center "reports and bibliographies" website: http://www.uiowa.edu/%7Enrcfcp/dmcrc/news_and_report.shtml).

The sample included 927 cases of which 449 were randomly-selected juvenile court referrals and 478 were non-randomly selected youth who were held in detention. African-American youth were over-sampled to increase the number in the study and to assess any racial effects on decision-making across the juvenile justice system.

Limitations

The study focused only on juvenile justice decision-making in Black Hawk County. There is a need to replicate the study in other jurisdictions since detention decision-making may vary by locality. For example, in Black Hawk County, it was discovered that youth who received an informal adjustment at intake were rarely detained for probation violations. It is unknown to what extent this occurrence may be found in other juvenile courts in Iowa and elsewhere across the nation.

Major Findings

- Over time (1990 through 2004), the data revealed that the primary reasons for detention admissions of Whites youth was court violations, followed by property crimes and person offenses. For African-Americans, it was court violations, crimes against persons, and property offenses. While drug admissions represented a small percentage of total admissions, the largest racial gap was for drug offenses for African-Americans.

- African-American youth were subjected to more multiple court violation detentions than were white youth. This relationship was reversed when the detention was a 48-hour hold, where whites were more likely to receive multiple 48-hour hold detentions than were African-Americans.
- Legal variables (e.g., offense seriousness) and extralegal factors (e.g., age, coming from a single parent household) most often had the strongest effects on detention decision-making and decision-making in general.
- Race, individually and in combination with other variables (e.g., gender), was found to have an impact on detention and system decision-making even after considering differences in crime severity, prior record, etc. For example:
 - Being African-American substantially increased the likelihood of detention relative to similar whites.
 - Being detained increased the chances of moving further into the system and, because being African-American increased the odds of being detained, black youth as a group were more likely to receive a more severe outcome at intake than were whites.
 - Even after controlling for offending characteristics, African-Americans were found to be less likely than similar whites to participate in diversion.
 - Race effects were also discovered at petition, adjudication, and judicial disposition. Sometimes, the effects resulted in more severe or more lenient outcomes.
 - With the exception of decision-making at intake, race was not found to operate through detention to produce a negative cumulative impact. That is, being detained did not contribute to minority overrepresentation throughout the proceedings. This finding, however, does not diminish the impact of race on intake decision-making or the apparent impact of race at every stage examined.
- In short, both offending characteristics and racial bias appear to be contributing factors to African-American overrepresentation in secure detention and in the juvenile justice system in Black Hawk County.
- Leiber and colleagues also found that being female was influential at intake and petition and worked in combination with race to influence adjudication and judicial disposition decision-making. These findings are consistent with previous research (*An Examination of the Factors that Influence Juvenile Justice Decision-making In The Jurisdictions of Black Hawk, Johnson, Linn and Scott, Iowa: An Assessment Study*, by Leiber, Johnson, and Fox, 2006).

Recommendations

Recommendation 1: Reform Detention Admissions of All Types

Recommendation 2: Increase Structured Decision-making at Intake

Recommendation 3: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 4: Conduct Additional Research on DMC

Recommendation 5: Expand Crime Prevention Programs

Further Assessment (Detention) Research, William Feyerherm (Black Hawk, Scott, and Woodbury)

In November of 2007 William Feyerherm, Ph.D., released a study related race and the use of detention in Black Hawk, Scott, and Woodbury Counties. This analysis was requested by officials in the Iowa Division of Criminal and Juvenile Justice Planning to assess several characteristics of the detention decision making process. Specifically, interest was in examining consistency in the use of decision making criteria, whether those criteria

are used in a fashion consistent with policy expectations, whether the application of criteria is reasonably consistent across multiple judicial districts within the State, and whether there is indication that non-legal factors (particularly race or ethnicity) enter into the decision to hold juveniles in secure detention,.

Information was collected by Juvenile Court Officers on cases that had the potential to enter detention. Two data entry forms developed by CJJP staff were used: a "Pilot Juvenile Detention Screening Instrument" with standard detention intake information (delinquent history, current charges, basic demographic information, etc.), and a second instrument, 'Additional Study Information.' The second of these was designed to elicit the supervising officer's assessment of such factors as whether the youth

exhibited aggressive behavior, suicidal indications, or indications of alcohol or substance impairment, and if the youth was alleged to have committed a probation violation. Data collection and data entry steps were conducted either by court officials or CJJP staff.

Blackhawk County and Woodbury County each contributed 347 cases, with Scott County accounting for 209 cases. This resulted in a total of 903 independent cases.

Conclusions

- The detention decision in Iowa involves two very dissimilar situations:
 - Detention decisions for youth who are not accused of probation violations, but are charged with offenses sufficient to consider detention
 - Detention decisions for youth currently under probation supervision, whether or not an allegation of probation violation is accompanied by new offense allegations. For such youth, the likelihood of initial detention is very nearly 100%. For these youth, the 24-hour hearing is a point of control, with roughly 1/3 leaving detention at this point.
- For the first group of youth, variables related to their current offense, their delinquency history, and their current behavior appear to be individually related to the likelihood of detention. Multivariate analyses confirm the importance of those areas and lead to the conclusion that the decision making processes are generally consistent across jurisdictions and are strongly correlated with relevant and appropriate variables.
- For the second group of youth, the critical variables appear to be those that are related very directly to the behavior while on supervision, specifically failure to appear, runaway, school or community issues, as well as degree of parental control. On a multivariate level, the outcomes of the 24 hour hearing do not exhibit predictability or consistency across jurisdictions based on the set of information collected in this study.

Recommendations

- As a result of the variability identified in conclusions above, the information within counties may not be comparable across counties. From the vantage point of being able to compare patterns and move toward a consistent application of state juvenile justice policies, a more consistent and universally utilized information system would greatly facilitate this type of system management analysis, and could lead to additional opportunities for collective policy setting and consistency in practices.
- Related to Disproportionate Minority Contact, the State should examine the set of processes that places a youth under probation custody and that lead to an allegation of probation violation. In the current set of information, African-American youth comprise 23% of the group with offense allegations only, 35% of the group that has both new offense and probation violation allegations, and 39% of the group that has only probation violation allegations.

Further Assessment (Detention, Alternatives and Decision-making) Research, Brad Richardson, et al., 2008 (Black Hawk, Polk, and Woodbury)

In May, 2008 Brad Richardson, Ph.D., released a study first presented to the Governor's Youth Race and Detention Task Force entitled: Juvenile Detention and Alternatives: Perspectives from Three Counties. The study was part of a larger plan to establish Iowa as an Annie E. Casey Foundation (AECF) Juvenile Detention Alternatives Initiative (JDAI) site. The AECF Director of Programs for High Risk Youth requested that the DMC Resource Center conduct a qualitative study involving top administrative officials and those employed in youth-serving systems in the three sites. The primary purpose of the study was to demonstrate commitment of top administrative officials and provide information about the use of detention and the use of alternatives to detention in three counties in Iowa: Black Hawk, Polk and Woodbury. Interviews were conducted 140 individuals. Findings and recommendations of the study are reported below:

Commitment

Top administrative officials who were identified as essential to JDAI in Black Hawk, Polk and Woodbury County participated without exception. Their leadership is considered essential for establishing policies and promoting changes necessary to achieve the desired outcomes. In addition demonstrating commitment to JDAI through participation, the information gathered

indicates widespread belief that only with the full support of agency administrators will necessary changes be made in systems to reduce the secure confinement of young persons and the disproportionate confinement of minority youth.

Detention, Alternatives and Decision-making

A variety of services described as alternatives were described in each of the three sites. However, these services are used in ways that do not reduce the use of detention and they are not currently organized for that purpose. Youth served by alternative services were described as “*the same kids*” as those held in detention. The term “*the same kids*” also includes crossover with child welfare and school disciplinary systems. A large percentage of youth held at detention centers were reported to be referred directly from schools or school alternative programs. As a result, in addition to detention alternatives changes were reported to be needed in other systems linked to the juvenile court system. In many instances, alternative services were reported to follow, rather than precede being held in a detention center. Training and skill building in cultural and linguistic competency, employing evidenced-based practices and using tools to assist in reducing race bias in decision making were reported to be needed among juvenile court officers and also child welfare, law enforcement and school staff. The training needs identified address the finding that the formal system tends to yield to informal decision-making and it is the accumulation of informal decisions throughout the systems which lead to the over-representation of minority youth. No specific criteria currently guide decisions about who goes to the detention center or alternatives and decisions were reported to be made on a case-by-case basis with subjective information.

Funding Issues

In a report by Lantz (2008), funding for delinquency programs was shown to decrease between 2001 and 2005 by 62 percent (from 13.7M to 8.4M). Reduced funding and gaps in services were reported to have an effect on the use of detention. The group care cap was identified specifically as a funding issue impacting placement options. Lack of funding for mental health services was reported to be a concern because this can lead to involvement in other systems. According to anecdotal reports, there are cases where, in order to access funding for services, young persons “need to commit an offense.”

Collaboration

Agencies that provide services to youth were generally reported to work well together at the systems level. On individual cases and at an interpersonal level there is considerable variation in how relevant stakeholders interact. Improving engagement of family systems and empowering children, youth and families through strategies such as family team meetings was reported to be an effective way to “*focus on what the juvenile needs rather than what I [as a provider] want.*”

Measures and Outcomes

Data are collected by each detention center and the Iowa Court Information System provides data which populate official relative rate matrices identifying disproportionality at decision points (http://www.uiowa.edu/~nrcfcp/dmcrc/facts_and_figures.shtml). However, few analyses beyond the descriptive level have been performed in part due to a lack of reliable and well-organized individual level data. While data provided in aggregate provide good overall measures (e.g., by county or detention center) analysis of individual level data are needed to further our understanding of factors and processes.

Cultural Competency

Concerns about the level of cultural competence were expressed in each of the sites. While there are opportunities for cultural competence training those trainings are typically “stand alone.” To be more effective cultural competency content was described as a need within other ongoing agency and community training.

Progress Being Made

Progress was reported in raising awareness about the issue of disproportionality. Activities underway were believed to be leading toward reduced disproportionality. Increased openness to discuss the issue of racial disparities, the development of the Governor’s Youth Race and Detention Task Force and

specific programs and initiatives underway in each of the communities and at the state level were cited. Feelings were also expressed that much more could be done particularly in the area of cultural competency training and gaining more input from youth and parents to contribute to solutions.

Recommendation 1: Maintain engagement and commitment of top officials who must encourage the use of evidence-based practice and who can require follow-up on measureable results of disproportionality reduction efforts.

Recommendation 2: Conduct a thorough review and reorganization of services and their use, adopt evidenced-based practices and track measurable results.

Recommendation 3: Restore funding to previous levels and increase funding for programs and services that intentionally target DMC reduction after reorganization under Recommendation 2 is accomplished.

Recommendation 4: Family and youth follow-up study.

Youth Race and Detention Task Force Assessment Effort

Background

In May 2007, the first meeting of the Governor's Youth Race and Detention Task Force (YRDTF) was held. Created by Governor Chester J. Culver, the group's goal has been to assist in reducing the overrepresentation of minority youth in juvenile detention. Membership of the group includes a broad representation from state government, law enforcement, prosecution, defense, Human Services, Corrections, the American Civil Liberties Union of Iowa, Education, and community members. The Task Force met eight times and received testimony from a wide variety of relevant parties. This report is the culmination of the Task Force's responsibilities as set forth in Executive Order 5, dated October 30, 2007. Copies of the Full Report and Findings may be found on the following website:

http://www.state.ia.us/government/dhr/cjip/publications/juve_reports.html

Key Findings

- Increasing Minority Overrepresentation in Detention – minorities have been overrepresented in Iowa's juvenile detention centers for many years, and their overrepresentation is increasing. In 2007, minority youth comprised just 13% of the State's youth population, but nearly 40% of detention facility holds.
- Increases in Arrests of African-American Youth – arrests for African-American youth have increased nearly 60% in recent years. Arrests of African-American youth for simple misdemeanors, assault (49% increase) and disorderly conduct (213% increase) were offenses that influenced the increase. African-American youth are arrested at a rate nearly six times higher than Caucasian youth. Increases in arrests for girls are higher than increases for boys.
- Research Regarding Differential Offending – research reflects that "DMC cannot be explained by differences in offending behavior of different racial groups" (Huizinga, Thornberry, Knight et al., 2007, p. 41). As Snyder (2006) has pointed out, "most juvenile crime does not come to the attention of the juvenile justice system". Variations by site have been found although DMC is not explained by the level of offending among racial and ethnic groups or the presence of risk factors (cf. Feld's, "Justice by Geography").
- Complaint Projection – overall juvenile complaints have remained stable over the past five years. However, complaints for African-Americans have increased over that period while complaints for Caucasians have decreased. A five-year projection suggests a continuation of the trend for African-American youth and a level trend for Caucasian youth through 2012. The trend projection is based solely on prior complaints (2003-2007).

Safety and Risk

- Detention Release Settings – over half of all youth are sent home at release from detention. Approximately 20% of youth are sent to an out-of-home placement at release from detention. A higher percentage of youth detained for misdemeanors are sent home after their hold when compared to felons.
- New Complaints after Detention – nearly 40% of youth detained in 2006 had a new complaint in 2006. Caucasian and African-American youth, as well as males and females, have comparable recidivism rates.

- Detention Hold – Inability to Measure Risk – misdemeanants comprised 65% of all holds during the report years, with simple misdemeanants alone accounting for 25% of the total. In 1993 and 2008, the number of holds for felons were nearly identical (n's=1,369 and 1,378 respectively). There is no state-wide guidance in place—such as a detention screening tool—to determine the level of risk such youth pose to public safety.
- Detention Holds (Relationship to Recidivism) – research by the Justice Policy Institute (The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities) reflects that being detained is the most significant factor in increasing the likelihood of recidivism. Prior incarceration was a greater predictor of recidivism than carrying a weapon, gang membership, or poor parental relationship.

Probation Violators

- Detention Holds for Probation Violators – Severity of Original Offense – about 36% of the youth in Iowa's juvenile detention centers are there due to violating the conditions of probation. Of the remaining youth, about 64% are detained as the result of a new charge and the remainder for other reasons. The originating offenses of the majority of the youth in each of these categories were misdemeanors.
- Trends by Race for Detention Holds for Probation Violators – progress has been made in reducing the number of youth detained for probation violations, although a high percentage of these holds continue to involve misdemeanor originating offenses. Minority youth are especially overrepresented among probation holds, as they constitute about 40% of all probation holds regardless of offense severity.

Community-Based Alternatives

- Community-Based Services Funding – in recent years there have been significant cuts to funding for community-based services. Such services are designed to allow delinquent youth to be maintained in the community and thereby avoid further advancement into the juvenile justice system. It is believed that utilization of such services may be an option to take pressure off the system and reduce the use of detention
- Success of Alternatives – detention is one of the juvenile justice system's more costly sanctions (\$257 - \$340 per day). Through a reduction in the use of juvenile detention, other sites in some local jurisdictions have been able to redirect savings towards less costly, community-based detention alternatives without compromising public safety.

Detention Beds – Current and Projected Usage

- Number of Detention Beds – the number of available juvenile detention beds in Iowa grew 125% between 1993 (n=126) and 2008 (n=283).
- Increase in the Number of Youth Detained – a dramatic increase in the number of youth detained accompanied this growth in available beds. Holds decreased 25% from 2006 (n=5,276) to 2008 (N=3,969). The occupancy rate in FY2008 was 61% of licensed beds. In all likelihood, Iowa has more available detention beds than needed.
- Juvenile Detention Projection – The Task Force finds that overall juvenile detention holds dropped in the past five years, with a considerable drop between 2006 and 2008. Holds for the different racial ethnic groups mirrored the overall trend. A five-year projection indicates a continuation of those trends. The trend projection is based solely on prior detention holds.

Recommendations

The Task Force stresses that public safety is the single overriding principle that should guide implementation of all recommendations. A major focus area for Governor Culver's Executive Order appropriately relates to the overrepresentation of minority youth in Iowa's juvenile detention facilities. The Task Force is aware of no other state or jurisdiction that has reduced overrepresentation with a singular policy, activity, and/or action, and, thereby, relates that a combination of the following recommendations is most likely to reduce overrepresentation. The Task Force notes that Iowa experienced reductions in the number of juvenile detention facility holds in 2007 and 2008, primarily for probation violators and other

low-level offenders. The Task Force stresses that, without the types of policy change and state/local oversight reflected in these recommendations, long-term detention reform will not be sustained and may potentially be reversed.

- *State Oversight/Continuity* - The Task Force recommends the issuance of an Executive Order or Written Charge that establishes an oversight committee to be responsible for implementation of the recommendations outlined in this report.
- *Detention Screening Instrument Connected to Detention Alternatives* - The Task Force recommends the development of a single, concise, racially-neutral detention screening instrument to be piloted in Black Hawk, Polk, and Woodbury Counties.
 - The Task Force recommends implementation of existing and/or newly developed community-based detention alternatives, and that such implementation should be specifically connected to a validated screening instrument.
 - The Task Force recommends the repeal of Iowa Code Section 232.52 (2)(e)(4)(g) which allows for 48-hour dispositional holds of youth in detention.
- *Key Partnerships* - The Task Force recommends that detention reform efforts should include key partners outside the juvenile justice system including advocacy groups, law enforcement, schools, mental health providers, and the child welfare system.
- *Funding* - The Task Force recommends restoration of reduced funding support at the federal and state levels, and relevant reallocation of detention savings at the county level to provide alternatives and assure that reform can be sustained.
- *Community Education* - The Task Force recommends the provision of ongoing training regarding: cultural competency, gender specific services, institutional racism, and education/information regarding the court delinquency process. Key audiences for such training/information should include public and private agencies and individuals even peripherally involved in the juvenile justice process.
- *Provision of Data*- The Task Force recommends that decisions related to detention reform be data driven.

Data Specific to the YRDTF Assessment Effort

CJJP provided staff support the YRDTF. Provided below are specific data sets that informed the work of that group with specific relevance to DMC.

Increases in Arrests for African-American Youth

The below table reflect significant increases in arrests for African America Youth.

All Juvenile Arrests by Race

All Arrests	2003	2004	2005	2006	2007	% Change
Caucasian	17,886	16,723	17,065	17,303	17,408	-2.7%
African-American	3,012	2,721	3,699	3,720	4,814	59.8%
Other Minorities	508	460	617	650	573	12.8%
Total	21,406	19,904	21,381	21,673	22,795	6.5%

Simple Assault Arrests by Race (As a Subset of Violent Arrests)

Simple Assaults	2003	2004	2005	2006	2007	% Change
Caucasian	1,780	1,613	1,755	1,822	1,758	-1.2%
African-American	532	448	636	636	801	50.6%
Other Minorities	59	47	72	62	36	-39.0%
Total	2,371	2,108	2,463	2,520	2,595	9.4%

Disorderly Conduct Juvenile Arrests (As a Subset of Public Order Arrests)

Disorderly Conduct	2003	2004	2005	2006	2007	% Change
Caucasian	1,196	1,444	1,521	1,716	1,630	36.3%
African-American	300	411	566	757	938	212.7%
Other Minorities	36	54	58	66	73	102.8%
Total	1,532	1,909	2,145	2,539	2,641	72.4%

Source: Department of Public Safety - Iowa Uniform Crime Report

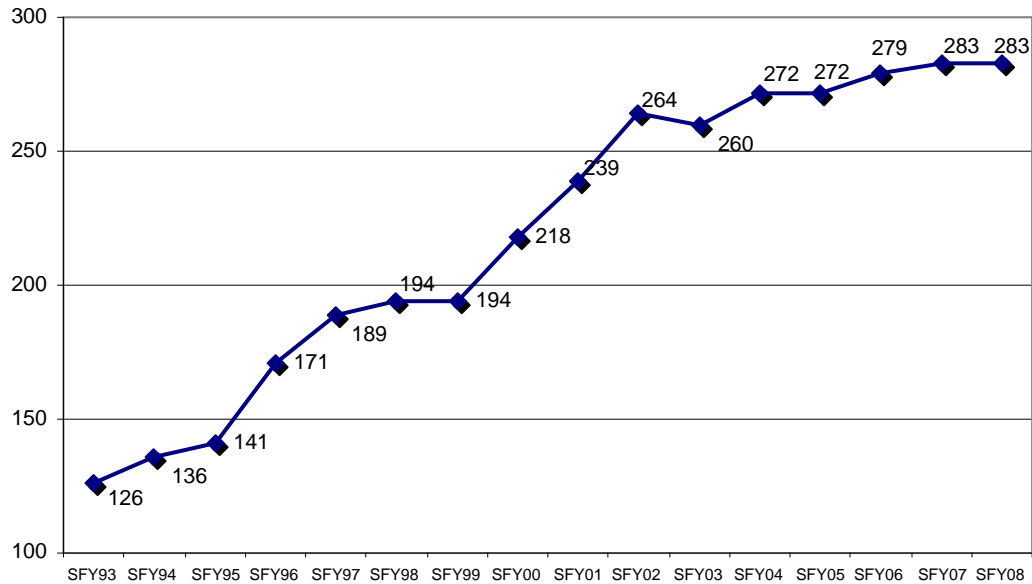
Remarks regarding figure:

- Overall arrests for Caucasian youth decreased during the report years.
- Arrests for African-American youth have increased nearly 60% in recent years.
 - Arrests of African-American youth for simple misdemeanors, assault (49% increase) and disorderly conduct (213% increase), were the specific offenses that most directly influenced the increase.
- African-American youth are arrested at a rate nearly six times higher than Caucasian youth.

Increase in the Number of Juvenile Detention Beds

Analysis by CJJP reflects a dramatic increase in the number of detention beds available in Iowa since 1993.

Total Number of Available Detention Beds



Source: Iowa Juvenile Detention Centers

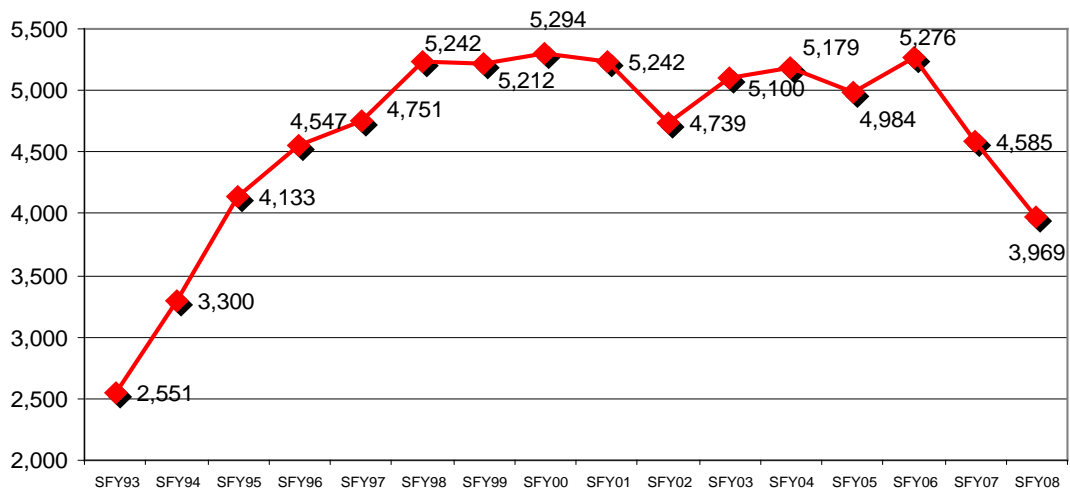
Remarks regarding figure:

- The total number of juvenile detention beds grew from 126 (1993) to 282 (2002), which represents a 125% increase in the number of beds.

Increases in Juvenile Detention Facility Holds

CJJP examined the number and percentages of youth held in juvenile detention facilities during the report years. The number of detention holds correlated with the number of detention beds until 2006.

Figure 100
Total Number of Juvenile Detention Holds



Source: CJJP Juvenile Detention Database

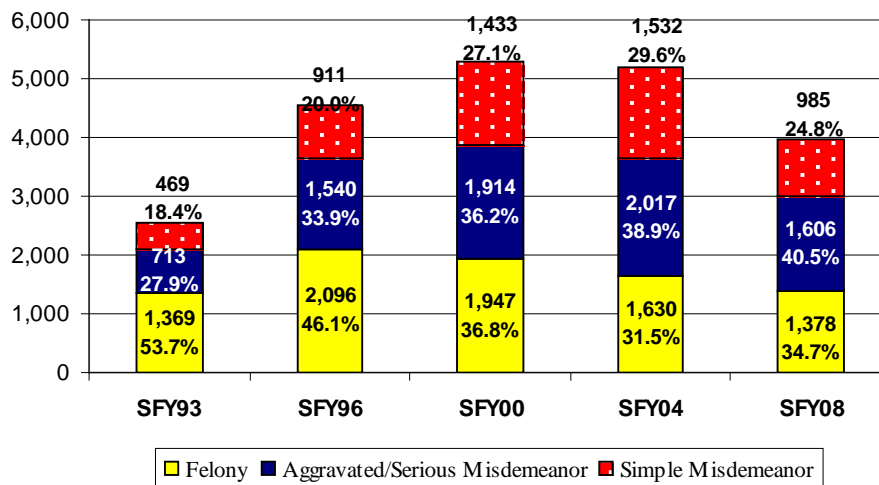
Remarks regarding figure:

- The number of detention holds increased 108% from 1993 (n=2551) to 2000 (n=5,294).
- Holds decreased 25% from 2006 (n=5276) to 2008 (n=3969).

Increases in Holds for Misdemeanants

Data reflects significant increases in detention holds for misdemeanants.

Detention Holds by Offense Severity



Source: CJJP Juvenile Detention Database

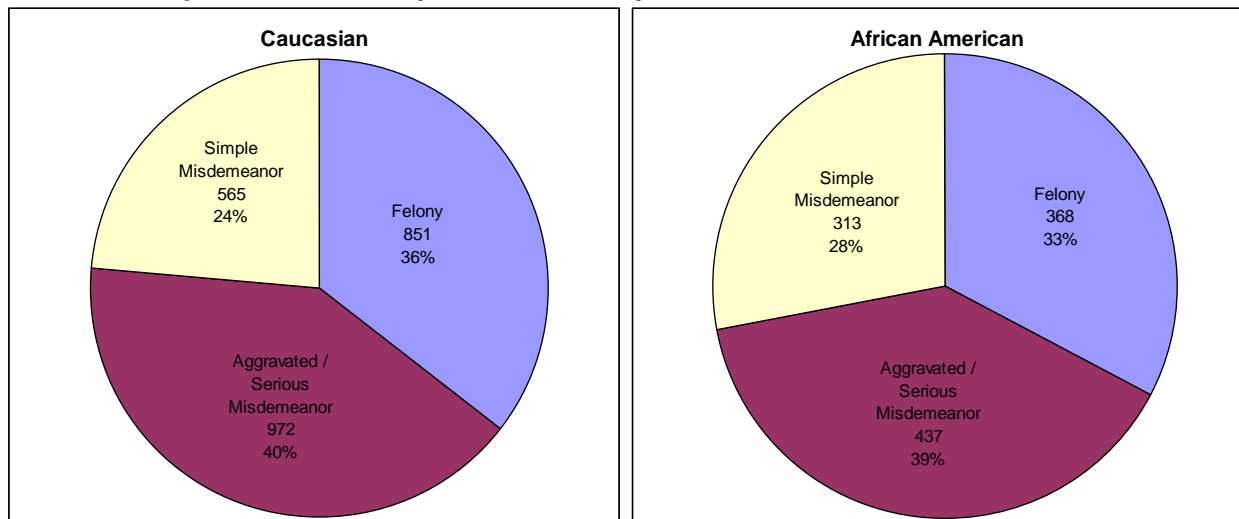
Remarks regarding figure:

- In 1993 54% of all detention facility holds were for felons, by 2000 36% of all such holds were for felons (n's=1,369 and 1,947 respectively).
 - From 1993 to 2000 there was a 42% increase in holds for felons, and a 183% increase in holds for misdemeanants.
 - In 1993 and 2008 the number of holds for felons was identical (n's=1,369 and 1,378 respectively).
- Holds for simple misdemeanants averaged 25% during the report years.
 - In 1993 18% of holds (n=469) were for simple misdemeanants, and in 2004 29.6% of holds were for such offenders (n=1532).

Detention Holds by Offense Severity – Caucasians and African-Americans

Data reflects that significant percentages of holds for Caucasian and African-American youth are for misdemeanor offenses.

Comparison of Holds by Offense Severity – Caucasians and African-Americans



Source: Detention Data Base

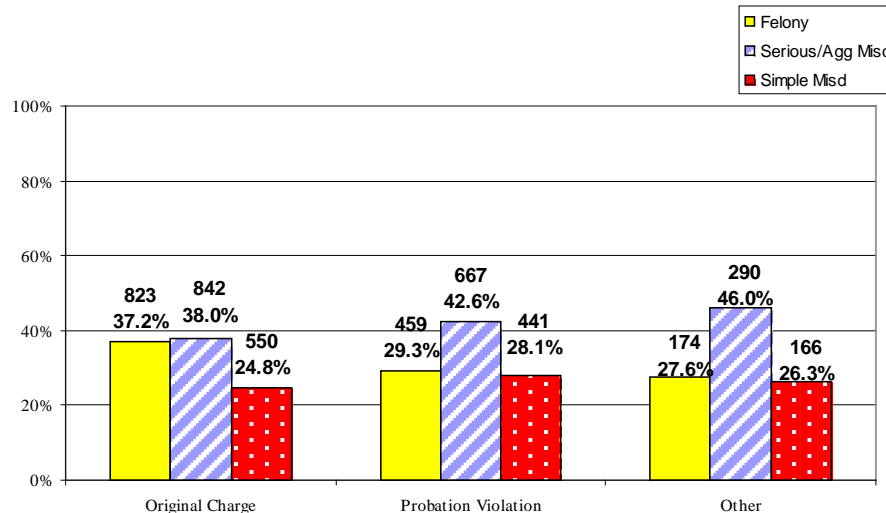
Remarks regarding figure:

- The percentage of detention holds for African-Americans for simple misdemeanors is slightly higher than that of Caucasians (24% and 28% respectively).

Detention Holds – Original Charge/Probation Violations

Data reflects that significant percentages of detention holds are for probation violations.

Juvenile Detention Holds – Original Charge vs. Probation Violation (2007)



Source: CJJP Juvenile Detention Database

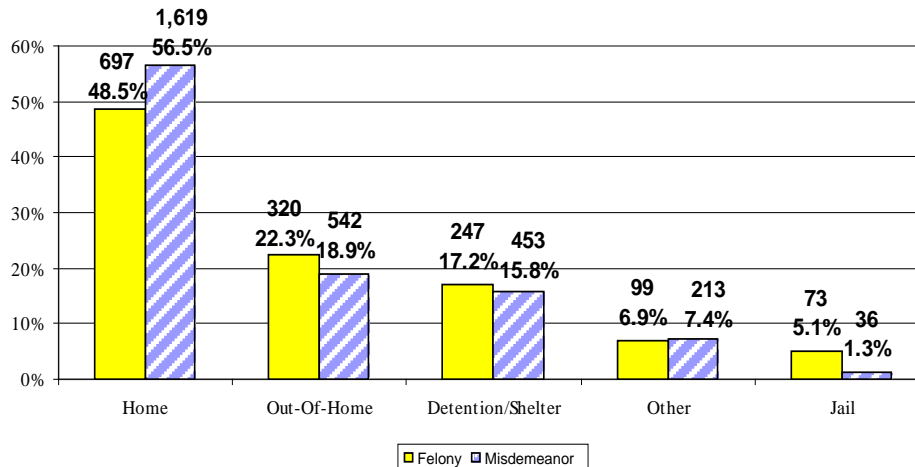
Remarks regarding figure:

- Approximately 48% of detention holds are for a new offense (originating), 34% for a probation violation and 12% are for other offenses.
- Sixty-three percent of holds for a new offense are for misdemeanors, and 71% of holds for probation violators were for an originating offense that was a misdemeanor.
 - Approximately 25% of holds for new offenders or probation violators were for simple misdemeanors.

Disposition from Detention

Data reflects that significant percentages of youth return to their home after a detention hold.

Disposition From Juvenile Detention by Offense Severity (2007)



Source: CJJP Juvenile Detention Database

Remarks regarding figure:

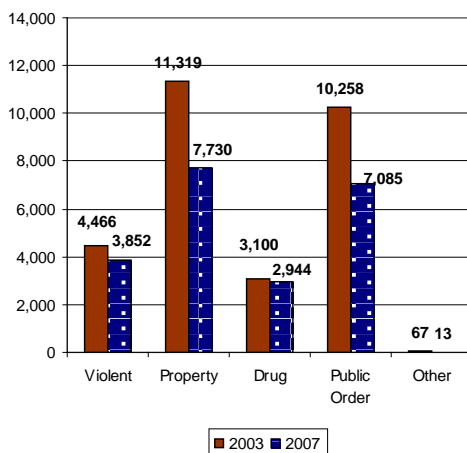
- Over half of all youth are sent home at release from detention.
- Approximately 20% of youth are sent to an out-of-home placement at release from detention.
- A higher percentage of youth detained for misdemeanors are sent home after their hold than felons.

Allegation Comparison – Referrals to Juvenile Court

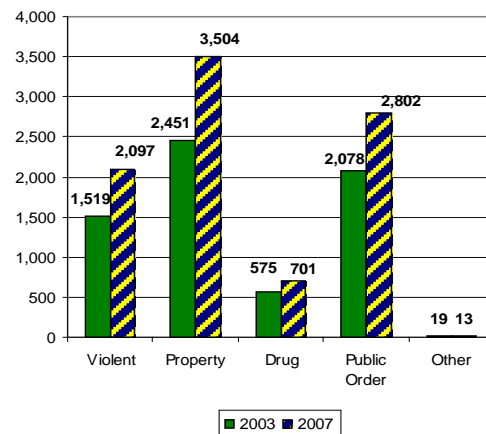
CJJP maintains data regarding juvenile court decision making in its Justice Data Warehouse (JDW). Given the changes in detention as reflected in the previous figures, CJJP sought to determine the types of offenses for which youth were being referred to juvenile court. The data in the figure is a count of the allegations referred to juvenile court. The data in the figure compares the types of allegations for which minority and Caucasian youth are referred to juvenile court.

Comparison of Allegations by Race

2003 Vs. 2007 Allegations - Caucasian



2003 Vs. 2007 Allegations - Minority



Source: JDW

Note: Includes felonies and misdemeanors only.

Remarks regarding figure:

- The number of allegations for which Caucasian youth were referred to juvenile court decreased in all categories during the report years. The most significant reductions were in property and public order offenses.
- The number of allegation for which minority youth were referred to juvenile court increased in all categories except other during the report years. The most significant increases were in property and public order offenses.

Phase III: Intervention

Where DMC exists an intervention plan for reduction has been developed targeting contributing factors. Progress on each planned activity from 2008 is described below. Each of the activities have been approved by the DMC Committee, YRDTF and the JJAC.

1. Progress Made in FY 2009: Activities Implemented and Progress Made

State Level Interventions

State Level Progress

DMC Committee - Iowa continues to maintain an active DMC Committee. The group has met approximately every other month for the past 9 years. The group includes members of the minority community, a broad base of juvenile justice system related staff, local planners, researchers, community activists, etc. The DMC Committee is a subgroup of the JJAC, but many of its members are not on the JJAC. CJJP provides the staff support for Iowa's DMC Committee.

DMC Committee Activities Implemented

- Provided oversight for all the DMC related activities of the JJAC.
- Developed position papers regarding detention reform for the JJAC.
- Assisted in the planning and implementation of the DMC Resource Center effort.
- Assisted in the planning of Iowa's DMC Conferences in 2002 through 2009.
- Participated in visits by the Annie E. Casey Foundation related to Iowa's implementation of the Juvenile Detention Alternatives.
- Reviewed and involved in the planning, implementation and release of Iowa's updated assessment and detention studies.
- Involved in providing a variety of information to local media.
- Involved in review and feedback on DMC Matrices.
- Involved in meetings on the use of funds related to DMC.

DMC Committee Activities Not Implemented

- Planned activities were implemented – committee continues to identify ways to expand the use of information to broader audiences.

Governor's Youth Race and Detention Task Force – In May 2007 the first meeting of the Governor's Youth Race and Detention Task Force (YRDTF) took place. The YRDTF is staffed by CJJP. Governor Culver utilized the group with the intent to reduce the over-representation of minority youth in juvenile detention. Membership of that group included various state department heads, a liaison from the Governor's office, leaders from minority communities, and key juvenile justice system officials. Governor Culver issued Executive Order 5 October 30, 2007, which outline the overall activities of the YRDTF. The establishment of the YRDTF was considered a major factor in the naming of Iowa by the Annie E. Casey Foundation as one of its Juvenile Detention Alternatives site at the state DMC Conference in November 2007.

Subsequently, Governor Culver signed into law in the 2009 legislative session the first Minority Impact Statement Bill (HF 2393). The new law means that legislators will have pending legislation reviewed to anticipate any racial disparities that may result so that they can consider alternative policies.

In the 2010 Iowa Legislative Session a bill was introduced that would eliminate the use of 48 hour dispositional holds for delinquent youth that violate the conditions of a probation agreement. The bill did not clear the subcommittee process. The bill was introduced as a specific recommendation of the YRDTF.

YRDTF Activities Implemented

- Provided a report to the Governor in May 2009 which includes major findings and recommendations regarding detention reform.
- Provided oversight regarding Governor Culver's effort to reduce minority overrepresentation in juvenile detention.
- Reviewed research conducted by: the Casey Foundation, the Leiber studies, the Feyerherm study, the study by the DMC Resource Center (Richardson, et al.) and data from CJJP's detention data base, JDW, etc.
- Sent key staff to the Casey Foundation 2009 Conference and also to Iowa's 2009 state DMC Conference and Sioux City regional DMC conference.
- Participated in on-site training and technical assistance by Casey consultants in 2009.

YRDTF Activities Not Implemented

All anticipated activities were implemented.

DMC Resource Center - In January of 2002 Iowa established its DMC Resource Center effort based largely on the provision of technical assistance to key local sites. The JJAC will soon be releasing an RFA seeking a provider that will expand the present responsibilities of the state's DMC Resource Center. Iowa, like the rest of the Country has its highest minority overrepresentation at the arrest stage - that was one of the key findings of the YRDTF. The provider for DMC Resource Center effort will need to develop data collection formats, perform primary data collect, and provide standardized reports to local DMC technical assistance sites regarding the referral of youth from the school to the juvenile court setting. The JJAC has approved \$100,000 to continue its DMC Resource Center effort.

DMC Resource Center Activities Implemented

- Provided support for the annual DMC Conference. Approximately 100 persons attended the December 2009 conference. The conference attracted attendees from multiple states, including DMC Coordinators from other states.
- Conducted interviews with decision makers in Black Hawk, Johnson, Polk, and Woodbury Counties regarding local detention and decision-making practices, DMC, use of alternatives, etc.
- Provided technical assistance to four local Iowa Sites – planning assistance, data analysis, training, local event facilitation, etc. (see detailed information regarding efforts in sites later in this report).
- Participated in visits by the Annie E. Casey Foundation and in JDAI related work in sites.
- Received feedback from local DMC sites, DMC Committee and CJJP to monitor the effectiveness of their efforts.
- Maintained the State DMC Website - website contains information relevant to DMC (http://www.uiowa.edu/~nrcfcp/index_dmcrc.htm).
- Worked with state DMC Committee and YRDTF on various DMC-related activities.
- Participated in national conference planning and on national DMC conference calls.
- Participated with national organizations seeking to reduce DMC.
- Participated in efforts to include child welfare and education in DMC reduction efforts.
- Published articles in peer reviewed journals related to DMC.
- Served as mentor to others states and participated in OJJDP DMC Coordinator training.

DMC Resource Center Activities Not Implemented

- All planned activities were implemented.

Juvenile Detention Alternatives Initiative – In November 2007 Bart Lubow from the Annie E. Casey Foundation named Iowa as a new Juvenile Detention Alternative Initiative Site (JDAI). JDAI is a detention reform initiative that requires sites to study detention policies, prioritize those youth they seek to detain, and utilize alternatives for those youth who can best be served in alternatives. JDAI has been one of a small number of initiatives that have been able to influence DMC in a number of sites across the country.

JDAI Activities Implemented

- JJAC awarded Black Hawk, Polk, and Woodbury Counties site status for JDAI providing funding and additional technical assistance.
- Sites began work in summer, 2008 and sites attended national JDAI conference in 2008 and 2009.
- Casey made site visits and provided a specified training in 2009 (risk assessment training).
- Casey scheduled technical assistance for 2010 (Reducing Racial Disparities).
- Iowa seated it's own state level committee to develop a detention screening instrument in 2009. The group has met three times and developed a detention screening instrument that was piloted from June 2009 through December 2009. Across the three local JDAI sites over 700 detention screening instruments were completed.

JDAI Activities Not Implemented

All anticipated activities were implemented.

Other State Level Efforts Implemented Related to DMC – Listed below are a variety of other state activities with direct relevance to DMC.

- *Implementation Committee* – In February 2010 Governor Culver seated an Implementation Committee to implement the recommendations of the YRDTF. The YRDTF recommendations were outlined in Phase II of this report. The Implementation Committee is staffed by CJJP. Responsibilities of the group include the implementation of the detention screening instrument and development of a standard set of policies regarding the referral of youth from school to juvenile court.
- *Cultural Competency Training* – The JJAC will soon be releasing an RFA regarding the provision of cultural competency training. Specifically, the JJAC will be seeking a provider to develop and pilot a cultural competency curriculum related to institutional racism. There is an expectation that the training and curriculum be focused at decision makers at the front end of system processing included key school personnel, law enforcement, and juvenile court services staff.
- *Justice Data Warehouse* – An extensive discussion of the justice data warehouse (JDW) is provided at the beginning of the DMC plan. New activities regarding the expansion of ICIS data and assessment tools being utilized by the Chiefs are discussed there as well. *Given the expanded information available, JDW will continue to be a critical tool as Iowa moves forward with implementation of its DMC efforts.* It is a tool that will be accessed as Iowa updates its assessment process in select counties and works to develop a state detention risk assessment tool.
 - All of Iowa's counties are utilizing the Iowa Delinquency Assessment tool (IDA). The tool measures risk and need against a number of domains. The tool is maintained in the ICIS system (ICIS discussed earlier in this section). CJJP has recently learned it may be able to obtain IDA data through the JDW. Over the upcoming year, CJJP will work with the Chief Juvenile Court Officer in Polk County,

- and the local JDAI and DMC Committees to learn more about the risk level reflected (by race/ethnicity) in the IDA at the decision points of petition and probation. Specific discussion will relate to the extent to how the IDA tool is being utilized to assist decisions regarding the filing of petitions.
- CJJP will soon be working with the local Chief Juvenile Court Officer in Polk to learn more about how diversion statistics are being recorded in the ICIS system. As the matrices reflect, CJJP's past practice has been to count only informal adjustments. CJJP understands that there are a variety of other potential screens/data fields available in the ICIS system that may include additional options being utilized for diversion activities. CJJP will be working with local offices to gather information to determine if the information provides a more complete picture of local diversion efforts.
 - *Allocation of JJDP Act Related funds by Judicial District* - Beginning October, 2008, the majority of the federal 2008 formula grant award were combined with other JJDP Act related funds and are allocated to the juvenile court services offices in each of the State's eight judicial districts. The chief juvenile court officer for each judicial district submits plans to CJJP for approval and for authorization of allocations. The allocations are based on the percentage of child population ages 5-17 in each judicial district. The funds are expended in one or more of the appropriate formula grant program areas. This approach allows for regional planning by judicial district to prioritize the juvenile justice issues and develop strategies to address local needs. This approach also requires the districts to develop their own priorities and develop strategic plans to address the issues. CJJP continues to provide resources (e.g. county level data and technical assistance) to assist in the development of the plans.
 - *JJDP Act Secure Facility Compliance Monitoring* - A significant part of Iowa's compliance monitoring for the JJDP Act DMC requirement relates to its monitoring of jails and detention facilities to ensure jail removal, sight and sound separation, and deinstitutionalization of status offenders. CJJP maintains an extensive compliance monitoring system. Virtually all of the state's compliance monitoring information is collected by race. *Iowa will continue to maintain that system.*
 - *Iowa DHS Effort to Impact on Needs of Youth of Color in the Child Welfare System (Minority Youth and Families Initiative (MYFI)).* - As part of the DHS child welfare system redesign a specific initiative was created to increase statewide awareness, examine decision-making, provide more cultural responsive services, and improve outcomes for children of color (specifically the initiative was designed to specifically address the needs of African-American children in Polk County and Native American in Woodbury County). The child welfare redesign called for a two-pronged approach consisting of 1) the initiation of local demonstration projects to increase positive outcomes for youth of color, and 2) and partnering with the existing efforts of the DMC Resource Center related to policy recommendations and site work (University of Iowa). Over the past years the Resource Center has been involved in examining data on decision points (both quantitative data through the Child Welfare Information System and local collection and qualitative data collected through on-site shadowing at DHS offices), providing technical assistance to the two local sites involved in the DHS initiative (Woodbury and Polk Counties), and working to connect the child welfare and juvenile justice systems. Both of the DHS sites are jurisdictions the Resource Center is working with for its juvenile justice related work with CJJP and the DMC Committee. The Resource Center has specifically attempted to connect the DHS efforts with its juvenile justice related activities in those sites. Funding from the DHS Children of Color effort helped support the DMC Committee's DMC Conferences beginning in 2005.
 - *Urban Children are Really Essential (U.C.A.R.E.)* – Urban Dreams, a local youth serving agency secured a federal grant that allows DMC-related efforts in a number of Iowa

communities. The DMC Committee is partnering with U.C.A.R.E. to target efforts in some of the communities in which the DMC Resource Center is working and in other areas of the state with higher than average minority populations.

Local Level Interventions

Local Interventions – Iowa utilizes its DMC Resource Center effort to provide information and education, training, technical assistance and research and evaluation capacity for the state and local communities. Currently resources are available to provide continuing targeted technical assistance to Black Hawk, Johnson, Polk, and Woodbury.

Black Hawk County Interventions

Progress Made in Black Hawk County in 2009

Black Hawk County Site Activities Implemented

- Continued efforts of local DMC Committee.
- Provision of training regarding Undoing Racism.
- Participation of DMC Resource Center with local DMC Committee & local DMC Coordinator.
- Local data collected; utilized assistance of DMC Resource Center with collection and analysis of qualitative data.
- Actively participated in state DMC Conference, and state DMC Committee.
- Continued staff support for local efforts.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Black Hawk County Site Activities Not Implemented

- All planned activities were implemented.

Johnson County Interventions

Progress Made in Johnson County in 2009

Johnson County Site Activities Implemented

- Continued efforts of local DMC Committee.
- Provision of training regarding Undoing Racism.
- Participation of DMC Resource Center with local DMC Committee & local DMC Coordinator.
- Local data collected; utilized assistance of DMC Resource Center with collection and analysis of qualitative data.
- Actively participated in state DMC Conference, and state DMC Committee.
- Continued staff support for local efforts.

Johnson County Site Activities Not Implemented

- All planned activities were implemented.

Polk County Interventions

Progress Made in Polk County in 2009

Polk County Site Activities Implemented

- Actively participated in state DMC Conference and state DMC Committee.
- Served as the site of the statewide DMC Conference each year since 2002.

- Met regularly about issues of disproportionality (Decat, Urban Dreams/UCARE etc.) and the DMC Resource Center is regularly present in the community.
- Worked with the DMC Resource Center providing data related to youth who appear at the detention center.
- Received ongoing DMC Resource Center TA with the child welfare initiative and over-representation in juvenile justice (crossover).
- Coordinated DMC effort in Polk County with state-funded initiative to reduce disproportionality in child welfare (MYFI).
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Polk County Site Activities Not Implemented

- All planned activities were implemented.

Woodbury County Interventions

Progress Made in Woodbury County in 2009

Woodbury County Site Activities Implemented

- Conducted 7th annual County DMC Conference with national participation
- Utilized federal TA to conduct site visit and serve as speaker at conference and for other local DMC issues.
- Actively participated in state DMC Conference, and state DMC Committee.
- Prepared other local plans that reflect DMC as an issue being addressed by community.
- Continued participation in Georgetown Certification program to address “crossover youth.”
- Obtained staff support for local efforts through local initiatives.
- Connected local community groups, national groups (e.g., Race Matters Consortium, Center for Study of Social Policy, Casey Family Alliance) targeting over-representation in the juvenile justice and child welfare systems and local Community Initiative for Native Communities and Families.
- Conducted local training and meetings through DMC Resource Center and Minority Youth and Families Initiative, First Nations, CINCF and national organizations (see above) including Iowa Department of Human Services and a variety of other state agencies (e.g., Workforce Dev., Econ. Dev.).
- Collected data at detention center and at JCS.
- Actively participated in state DMC Conference, and state DMC Committee.
- Established and maintained local JDAI committee and subcommittees, participated in Casey JDAI training and technical assistance efforts, serving on state-level committee to develop a detention screening instrument, developing local plans regarding detention reform.

Woodbury County Site Activities Not Implemented

- All planned activities were implemented.

2. DMC Reduction Plan for 2010

State Level Plans

Strategies and funding information (Phase III - 2 (a) and (b)).

Provided below is the state level reduction plan related to DMC. CJJP has organized the reduction plan in a manner that connects reduction activities to recommendations in Dr. Leiber’s updated assessment study. These assessment recommendations are presented immediately below along with a time task

plan that lists activities and related Leiber recommendations. These recommendations are consistent with the recommendations of the YRDTF which will be released in May, 2009. (Similar plans for sites immediately follow the state level reduction plan.)

Assessment Study Recommendations

Recommendation 1: Increase Structured Decision-Making at Intake

Recommendation 2: Continue to Require Decision-Makers to Participate in Race and Gender Cultural Sensitivity Training

Recommendation 3: Conduct Additional Research on DMC

Recommendation 4: Improve Upon Iowa's Justice Data Warehouse (JDW) System for Case Management and DMC

Recommendation 5: Expand Crime Prevention Programs

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>DMC Committee</i>		
Related to All of Leiber's Recommendations		
• Continue Regular Meetings	Every 2 Months	
• Assist w/ Resource Center	Progress Reports – Applications	
• Participate in Resource Ctr. and Cult. Comp Trng. RFA review	Spring Early Summer 2010.	
• Assist w/ Conference Planning	Meetings & Subcommittee Mtgs	
• Provide Information to Media	Periodic Reports to Media	
• Provide Feedback on Matrices	Annual Review of Matrices	
• Asst w/ Impl. of activities from position papers	Throughout 2010	
<i>DMC Resource Center</i>		\$0 (see JABG app and program plan)
Related to All of Leiber's Recommendations		
• Release RFA for Resource Center and choose provider	Summer 2010	
• Work w/ Provider for Receipt Standard School to Court Data Reports.	Spring 2011	
• Continue TA – 4 sites	Visit Sites Quarterly	
• Continue Annual Conference	04/11	
• Continue to provide Info.	DMC Mtgs. – Website Postings	
<i>Implementation Committee</i>		
Related to all of Leiber's Recommendations		
• Continue Regular Meeting	Meet Quarterly	
• Update and re-pilot Det. Screening Tool	Revise Tool for Pilot Spring 2010	
• School to Court Policies	11/10	
• Reports to Governor	1/4ly Reports	
• Develop Measures to Monitor Implementation	Summer 2010	

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding (State activities continued)

Activity	Timeline	Amount Formula
<i>Juvenile Detention Alternative Initiative</i>		
Related to All of Leiber's Recommendations		\$0.00 (see JABG app and program plan)
<ul style="list-style-type: none"> Continue Local Contracts 	through FY 2010 (& beyond)	
<ul style="list-style-type: none"> Implement TA –Local Sites 	through FY 2010	
<ul style="list-style-type: none"> Add up to 3 Addl. JDAI Sites 	01/2011	
<ul style="list-style-type: none"> Coordinate Efforts w/ DMC Cmte., YRDTF & JJAC 	through FY 2010	
<ul style="list-style-type: none"> Track Local Success w/ Detention Screening Tool 	through 2010	
<i>Justice Data Warehouse</i>		
Related to Leiber Recommendations 1, 3, & 4		
<ul style="list-style-type: none"> Update Matrices & Reports 	throughout 2010	
<ul style="list-style-type: none"> Evaluate Avail. of IDA Data 	throughout 2010	
<ul style="list-style-type: none"> Eval. Of Avail. of ICIS Diversion Data 	throughout 2010	
<i>Updated Assessment Activities</i>		
<ul style="list-style-type: none"> Leiber Research in Polk , Woodbury, and other Counties 	2010	
<i>Allocation Process to Judicial Districts</i>		
Related to Leiber Recommendation 2 & 5		
<ul style="list-style-type: none"> Meet w/ Chiefs & SAMS 	early 2010	
<i>Compliance Monitoring</i>		
Related to Leiber Recommendation 3		Annual OJJDP Schedule and Other Reports
<i>Youth of Color – DHS</i>		
Related to Leiber Recommendations 2,3, & 5		Continued Throughout 10
<i>U.C.A.R.E.</i>		
Related to Leiber Recommendation 2 and 5		Continued Throughout 10

Local Level Plan

DMC-Reduction Plans for Sites

The timeline and identification effort done for the state-level activities is organized in a manner that connects reduction activities to recommendations in Dr. Leiber's updated assessment study. The below local timeline and identification does not specifically connect activities with the Leiber assessment though it should be noted that the overall activities planned are viewed as consistent with the recommendations of the Leiber study.

Black Hawk Plan-DMC Reduction

DMC-Reduction Plan for Black Hawk County - 2010

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Continue Implementation of JDAI</i>	<i>Throughout 2010</i>	
<ul style="list-style-type: none"> ○ Assist with re-pilot of detention screening tool. ○ Assist with local collection of court referral and detention alternatives information. ○ Implement local JDAI plan. ○ Continue relevant local committee and subcommittee work. ○ Participate in relevant training and technical assistance. 		
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Participation in State Conf.</i>	<i>04/11</i>	
<i>Participate in Local DMC Committee</i>	<i>Local Committee meets monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> • Participate in DMC Cmte. meetings • Assist with analysis of data • Coordinate efforts with local DMC efforts, Coordinators and Committees • Assist with fund seeking • Assist with coordination of TA • Collaborate to continue to engage media • Assist w/ provision of local speakers • Assist w/ School to Court Referral Process • Assist w/ provision of Cultural Competency Training 		

Johnson Plan-DMC Reduction

DMC-Reduction Plan for Johnson County - 2010

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	<i>Every 2 Months</i>	
<i>Participation in State Conf.</i>	<i>04/11</i>	
<i>Participate in Local DMC Committee</i>	<i>Local Committee meets monthly</i>	

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding (Johnson County activities continued)

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
Participate in State DMC Committee	Every 2 Months	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> • Participate in DMC Cmte. meetings • Assist with analysis of data • Coordinate efforts with local DMC efforts, Coordinators and Committees • Assist with fund seeking • Assist with coordination of TA • Collaborate to continue to engage media • Assist w/ provision of local speakers • Assist w/ School to Court Referral Process • Assist w/ provision of Cultural Competency Training 		

Polk Plan-DMC Reduction

DMC-Reduction Plan for Polk County - 2010

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Participate in State DMC Committee</i>	Every 2 Months	
<i>Continue Implementation of JDAI</i>	<i>Throughout 2009</i>	
<ul style="list-style-type: none"> ○ Assist with re-pilot of detention screening tool. ○ Assist with local collection of court referral and detention alternatives information. ○ Implement local JDAI plan. ○ Continue relevant local committee and subcommittee work. ○ Participate in relevant training and technical assistance. 		
<i>Continue Participation in State Conf.</i>	04/11	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from DMC Resource Center</i>	
<ul style="list-style-type: none"> • Evaluation TA for local entities • TA on data analysis for local entities (e.g., Detention Center; Courts, Co Atty.,) • Coordinate with local DMC efforts • Assist w/ School to Court Referral Process • Assist w/ provision of Cultural Competency Training 		

Woodbury Plan-DMC Reduction

DMC-Reduction Plan for Woodbury County - 2010

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding

<u>Activity</u>	<u>Timeline</u>	<u>Amount Formula</u>
<i>Continue Implementation of JDAI</i>	<i>Throughout 2010</i>	
<ul style="list-style-type: none"> ○ Assist with development of detention screening tool. ○ Assist with local collection of court referral and detention alternatives information. ○ Develop local JDAI plan. 		

Overview of Activities, Timeline, & Identification of Efforts Supported with Formula Grant Related Funding (Woodbury County Continued)

Activity	Timeline	Amount Formula
<i>Continue Implementation of JDAI</i>	<i>Throughout 2010</i>	
<ul style="list-style-type: none"> o Continue relevant local committee and subcommittee work. o Participate in relevant training and technical assistance. 		
<i>Participation in State Conf.</i>	<i>04/11</i>	
<i>Coordinate Local DMC Committees</i>	<i>local committees meet at least monthly</i>	
<i>Utilize DMC Res. Cntr.</i>	<i>Site visits from Resource Center</i>	
<ul style="list-style-type: none"> • Assistance with Annual Woodbury Co. Conference • Assistance with highlighting achievements of Woodbury Co. at statewide/national conferences • Assist with analysis of data • Coordinate with DMC Committee and local DMC Coordinator(s) • Provide assistance for DMC Coordinators • Coordinate with other initiatives (e.g., MYFI, CINCF, Casey, CSSP, Race Matters Consortium) • Assist with fund seeking • Assist w/ provision of local speakers • Assist w/ School to Court Referral Process • Assist w/ provision of Cultural Competency Training 		

Planned Formula Grant-supported activities under "Program Descriptions" section below with amount budgeted and required descriptions of goals, objectives, and performance measures selected to document the output and outcomes of these activities. All DMC related activities are being supported with 09 and previous years unspent JABG funding and Title V funding, previous years unspent formula funding, and funding from the Annie E. Casey Foundation.

Phase IV: Evaluation

The state maintains a justice data warehouse populated with data from ICIS and other sources. These systems represent a rich source of data available for evaluation and monitoring purposes as interventions planned reach full implementation. Each detention center also collects data on holds and those involved as JDAI sites. The SPA will has put together a process for the collection of DST data for its first draft of that instrument. A similar process will be utilized for the re-drafted DST. The analysis of that information will serve as a major evaluation component for Iowa's overall DMC strategy. In conjunction with JDAI each site also participates in evaluation and performance measures reporting through the DMC Resource Center. To date the primary source of evaluation information has been the DMC matrices and JDW.

Iowa has utilized a DMC Resource Center to provide information and education, training, technical assistance and capacity for research and evaluation. The assessment studies conducted separately by Leiber, Feyerherm, Richardson, and the YRDTF could be considered evaluation and monitoring studies; however, their use has been primarily relegated to the assessment phase. The findings of these more formal studies are summarized in Phase I: Assessment.

Phase V: Monitoring

While identification is an examination of data at a point in time, monitoring is an ongoing process that feeds back to the Identification Phase. At the statewide level and for the selected local sites CJJP and the DMC Resource Center have monitored changes in DMC trends using the RRI and a variety of other trend analyses (described above). There has been progress in reducing DMC at decision points over the past

2-7 years, most notably the past two years at the decision point of lowering the numbers and disproportionality in detention. Further study is needed to determine factors which could be considered causal in the sequence of events leading to the reduction.

In addition to the existing data systems (described above) and the use of the RRI, the development of the JDAI in Iowa provides the state and DMC Resource Center with an opportunity for working with the sites to organize data collection and reporting systems which will allow for monitoring and cross site comparisons of changes in detention, other decision points, and DMC. The “Quick Launch” occurred in November of 2008 with an initial consultation on RAI January 29, 2009. Data groups are forming in conjunction with the JDAI implementation and those data will provide information for monitoring in each of the sites and comparison with other sites through the JDW/ICIS data. The Division of Criminal and Juvenile Justice Planning and the DMC Coordinator (part-time) will monitor these activities.

The JDAI timeline currently adopted for monitoring conforms largely to the JDAI Quick Launch format. Initial assessment was conducted at the state and local site level on utilization and site technology capacity and planning for evaluation and monitoring is underway in each of the sites. Each site reports quarterly through the DMC Resource Center and each site also reports directly to CJJP and Casey as JDAI sites. An initial assessment has already been conducted which was fundamentally a capacity statement with regard to the collection and use of data in sites and at the state level. It also informed planning and monitoring of ongoing progress with the use of data for the JDAI.

A parallel process is occurring with respect to the Governor’s YRDTF. As noted previously in this report, the Governor seated an Implementation Committee responsible for implementing the recommendation of the YRDTF. The Implementation is charged specifically with monitoring results associated with the implementation of recommendations from the YRDTF.

The DMC Resource Center provides quarterly progress reports with measures of output and outcomes for each local site for the purposes of performance monitoring. Some of these measures include:

- Number of stakeholders engaged/county/ quarter.
- Number of training events and persons trained/county/ quarter.
- Number of hours training provided/county/quarter.
- Number of joint local DMC Committee and JDAI meeting conducted/county/quarter.
- Number of local requests for policy change.
- Number of OJJDP DMC matrices decision points with reduced relative rates.

In addition, the JJAC also monitors DMC related activities by race for measures, examples of which are provided below:

- Average detention daily population.
- Total detention admissions.
- Average length of stay.
- Youth committed to State Training Schools.
- Group care admissions.
- Felony complaints and adjudications in juvenile court.
- Person offenses referred to juvenile court.
- Detention holds for probation violators.

5. COORDINATION OF ABUSE AND DELINQUENCY RECORDS

A. Reducing the Caseload of Probation Officers

Although the SAG has not set aside a specific amount for incentive grants to reduce the caseloads of juvenile court officers, a significant amount of JJDP Act formula grant funding is presently being directed through local decision making processes to specifically affect that issue. As described in the program section above, the majority of Iowa’s JJDP Act formula grant, Title V, Juvenile Accountability Block grant

and Enforcing Underage Drinking Laws funding is allocated to local planning entities through a child population formula. The effort is Iowa's Child Welfare/Juvenile Justice Youth Development Allocation (CW/JJYD). Local decisions dictate the expenditure of the funds. In many jurisdictions the expenditure of funds is connected to services that influence the effectiveness of the juvenile delinquency system. Allocation funding currently supports tracking and monitoring services, day treatment, life skills, drug testing, other substance abuse services, juvenile detention alternatives, etc. A budget for the CW/JJYD allocation is included above in the program section of this application.

B. Sharing Child Welfare Records With the Juvenile Justice System

Included with this plan are flow charts of Iowa's CINA and juvenile justice systems. Included as well is discussion of the structure and function of those systems. Provided below is a brief summary explaining Iowa's system to share relevant information regarding CINA and delinquency proceedings.

System to Insure Child Welfare Information is Shared in Delinquency Cases - Iowa has a unified court system, under the Judicial Branch, and all clerks of court and juvenile court services personnel, including probation services, are funded by the state. Judges are state employees. According to Iowa Code Section 602.7101 a juvenile court is established in each county. The juvenile court is within the district court and has the jurisdiction provided in Iowa Code Chapter 232. The chief judge designates district judges and district associate judges to act as judges of the juvenile court for a county. Juvenile court judges hear both child in need of assistance cases (CINA) and delinquency cases. The structure of the court clearly allows judges access to CINA and delinquency information.

According to Iowa Code Section 602.7102, Iowa's juvenile court is a court of record, and its proceedings, orders, findings, and decisions must be entered in books that are kept for that purpose and that are identified as juvenile court records. The clerk of the district court is the clerk of the juvenile court for the county. Section 602.7102 clearly establishes a system of record for CINA and delinquency juvenile court proceedings.

In Iowa, Juvenile Court Officers (JCO's) supervise cases for delinquent youth. As was indicated above, JCO's are included in the judicial branch of government. They are agents of the court. According to Iowa Code Section 602.7202 juvenile court officers have the powers of a peace officer while engaged in the discharge of their duties. JCO's have the duties prescribed in the juvenile section of Iowa's Code (Section 232), which are subject to the direction of the judges of the juvenile court. JCO's have access to all court information on delinquent youth, and also, as "court officers", information on CINA cases.

Iowa Code Section 232.48 requires a predisposition investigation prior to adjudication hearings for delinquent youth. The investigation shall require the following: a) *the social history, environment and present condition of the child and child's family*, b) the performance of the child in school, c) *the presence of child abuse and neglect histories*, learning disabilities, physical impairments and past acts of violence. The Section 232.48 predisposition investigation report requirement provides the structure for child welfare information to be incorporated into delinquency proceedings and case planning. Included below is information regarding the various case planning and review requirements for CINA and delinquency cases.

C. Child Protective Services Records into Juvenile Justice Records

Policies and Systems to Incorporate Child Protective Records in Delinquency Plans - In the preceding section explanation is provided that ensures that child protective information is part of case planning for delinquency cases. It should be noted that the juvenile justice section of the Iowa Code, Sections 232.1 through 232.57, outlines the processing, planning, and review requirements for delinquent youth in Iowa's system. Those sections are the statutory requirements related to Iowa's efforts to ensure safeguards for youth in its delinquency system. Provided below is specific information (both statutory and by administrative rule) relative to those safeguards.

Assurance for Case Plan and Review for Juvenile Offender Placements – A series of safeguards exists to ensure that juvenile offenders whose placement is funded through 42 U.S.C. 672 receive statutorily defined protections. An interagency agreement between Juvenile Court Services and the Iowa Department of Human Services has been established to assure that all IV-E requirements are met when IV-E funds are used for delinquent children placed out of the home. Under this agreement Juvenile Court Services is responsible for case management, including the provision of the protections mandated under Title IV-E, and the Iowa Department of Human Services monitors these activities and determines the delinquent child's eligibility for IV-E funding.

Iowa Administrative Code 441, Chapter 202.2(3) requires a social history to be completed on all (CINA and Delinquent) children at the time of placement in a foster care setting. Iowa Code Section 232.2(52) defines a social investigation as an investigation conducted for the purpose of collecting information relevant to the court's fashioning of an appropriate disposition for a CINA case. The information collected is utilized for the development of a social report and a social history. Iowa Administrative Code 441, Chapter 202.6(1) requires a case permanency plan at the time of out-of-home placement for both CINA and delinquent youth. Iowa Code Section 232.97 prohibits disposition of CINA petitions until two days after the social report has been submitted to the court. As was mentioned above, Iowa Code Section 232.48 requires that predisposition investigation reports for delinquent youth include social history and child abuse information. Iowa's administrative Code and State law ensure that child welfare information must be a part of case planning for all delinquent youth in an out-of-home setting.

Iowa Code 232.21 requests the court to determine whether it is contrary to the welfare of the child to remain home and to determine whether reasonable efforts have been made to prevent the need for removal before a child (CINA or Delinquent) is placed in shelter. Iowa Code Section 232.22 provides the same protection for children placed in detention. Additionally, Iowa Code Section 232.52 requires the court to address the child's best interests and to assess the efforts made to prevent removal when a delinquent child is removed from the home at a delinquency dispositional hearing.

Iowa Code Section 232.53 requires that any agency, facility, institution, with custody of a delinquent juvenile file a written report with the court every six months concerning the status and progress of the child. Chapter 202.9(2)(6) Iowa Administrative Code 441, Chapter 202.6 requires that case permanency plans be reviewed and submitted to the court every six months. Iowa Administrative Code and state law clearly require case plan review at the required intervals.

6. COLLECTING AND SHARING JUVENILE JUSTICE INFORMATION

A. State Process for Gathering Information Across Agencies

Statistical Analysis Center – Iowa Code Section 216A.136 designates the SPA as Iowa's Statistical Analysis Center (SAG). The Iowa Code reflects the purpose of the SAC is to coordinate with data resource agencies to provide data and analytical information to federal, state, and local governments, and assist agencies in the use of criminal and juvenile justice data. For purposes of research and evaluation the SPA is provided access to criminal history records, official juvenile court records, juvenile court social records, data collected or under control of the board of parole, department of corrections and correctional services, department of human services, judicial branch and public safety. The legislation provides the SPA with fairly broad access to the types of information necessary for completion of its three year plan.

Iowa Collaboration for Youth Development – Earlier sections of this plan describe in some detail the Iowa Collaboration for Youth Development (ICYD). For 10 years ICYD has brought together a variety of state agencies to collaborate on a variety of issues with a uniting theme of youth development. Involved agencies include Human Services, Education, Vocational Rehabilitation, Workforce Development, Economic Development, Health, etc. The SPA has been able to utilize the relationships from those

agencies to assist with providing information for the three year plan. The various agencies that provide information for the plan have been ready audiences for the plan and various related reports. Those agencies are often well represented on the SAG or various other boards or commissions staffed by the SPA.

Process for Collection of Data for Completion of Plan – A brief overview of the SPA data collection process is provided below. It should be noted that key staff that serve specifically in data analyst positions for the SPA are integral in the collection of data for the three year plan.

- The data collection process typically begins in the fall prior to submission of the three year plan. The basis for the data collection is the application instruction provided by OJJDP officials. Additional data for the plan is often produced as the result of SAG subcommittee efforts (Gender, DMC, mental health, etc.)
- SPA staff inventory the information available or maintained within the agency itself.
- Data not available through the SPA is requested accordingly through established contacts. In some cases it may be necessary to make a formal request for the necessary information – such request are more the exception than the rule.
- A packet of data is organized by the SPA to be presented and the SAG's late fall retreat.
- The three year plan is developed based on the data presented at the retreat. Often additional data is collected as the result of feedback from the SAG in its retreat.
- All major plans or reports produced by the SPA are available on its website (<http://www.state.ia.us/dhr/cjip/>).

B. Barriers for the SPA With Sharing Juvenile Information

Case level information is only shared in accordance with state and federal law. As described above, the SPA's role as Iowa's SAC has provided ready access most of the relevant information. Typically the information provided the SPA to other agencies is aggregated, and in report form. Case level information is very seldom an issue of debate. As a practical matter, much of the research performed by the SPA is for the agencies that are the originating source of the relevant information.

As described in the DMC section of this proposal, a major focus of the SPA's efforts to plan for the juvenile justice system revolves around the utilization of JDW. A barrier to future work relates to connecting information from the warehouse maintained by the SPA with various warehouses maintained by other state agencies. At some level, those effort are more complicated by technical activity, rather than statutory barriers faced by the SPA.

7. STATEMENT OF PROBLEM PROGRAM NARRATIVE

ISSUE ONE: YOUTH DEVELOPMENT & DISTRICT AND COMMUNITY PLANNING

Standard Program Area Code and Title:

19 - Juvenile Justice System Improvement

Program Problem Statement:

There are more than a half million school-age youth, ages 6 – 17, in the state of Iowa. Most are doing well; but, as the Crime Analysis section reflects, some do not have the advantages of safe and supportive families and communities. Too many youth are engaging in unhealthy and dangerous behaviors and are doing poorly academically, socially, and emotionally. If Iowa is to maintain safe and caring communities and make progress on a variety of youth-related issues, including delinquency, disproportionate minority confinement, substance abuse and the academic achievement gap, it is essential to invest in programs that address the causes of crime and violence and stress protection rather than restoration.

At the same time there has been a positive trend in Iowa to provide services for delinquent and non-delinquent youth in their community. The move of funding, services, and decision making to the local level has greatly increased the need for community planning. Communities need training and technical

assistance to deal with the various aspects of planning including engagement, mobilization, data collection, resource assessment, plan development, implementation etc. The local skills that are necessary for community planning are “trainable” and have practical application for multiple uses - the sophistication level in local planning processes varies by community.

Local officials vocalize frustration over the need to go through similar planning processes for different state agencies (SPA, Health, Human Services, Education, Workforce Development, Early Childhood, etc.) that have separate requirements. Locals speak of the need for state officials to coordinate application and reporting requirements. The challenge at a local level is coordinating the various requirements of these multiple prevention and planning initiatives - it could be greatly aided with a common understanding of youth development.

The SAG and SPA are particularly interested in coordinated planning and service provision for court involved youth. There is also recognition that the most effective policies and programs are those that comprehensively address the full range of developmental needs of youth. Research has demonstrated that investments in youth development and prevention-oriented strategies return multiple dividends in reduced demand for more costly services and sanctions and greater likelihood of school success, employability and economic productivity.

With the exception of education, state resources for youth programs are concentrated primarily in services that respond to problems after they occur. While these are necessary and important programs, they represent only a portion of the continuum of services, opportunities and supports that are critical to ensuring the positive development of all youth. In order to reverse the increasing demand for costly, high-end services and sanctions that are designed to respond to problems, it is critical to invest in prevention and youth development programs and strategies that have proven effective in improving outcomes for youth and reducing problem behaviors. Similarly, services and sanctions for system-involved youth must be directly linked to their developmental needs in order to be effective.

The majority of the federal 2010 formula grant award (**\$225,947**) will be combined with other JJDP Act related funds, and allocated to the Juvenile Court Services offices in each of the state’s eight judicial districts. The chief juvenile court officer for each judicial district shall submit plans to CJJP for approval and for authorization of allocations. The allocations will be based on the percentage of child population ages 5-17 in each judicial district. The funds must be expended in one or more of the appropriate formula grant program areas. This approach will allow for regional planning, by judicial district, to prioritize the juvenile justice issues and develop strategies to address the needs. It is more appropriate for the prioritization of the needs to be completed at the local level, and for local communities to strategically plan to address the issues. CJJP will continue to provide resources (e.g. county level data and technical assistance) to assist in the development of the plans.

Program Goal – State Policy:

- 1) Work toward the adoption of a consistent state youth policy based on prevention, positive youth development and results accountability.

Program Objective – Allocation Effort:

- A) The SAG and the SPA transitioned from state-wide process to allocate formula grant dollars to local Decat initiatives to one for the state’s 8 judicial Districts. The approach utilizes a youth development as the vehicle to plan a local continuum of services ranging from prevention to sanction. **The SAG has approved the use of \$225,947 in formula grant funding from this 2010 three year plan for the allocation effort to Juvenile Court Services judicial districts .**

Activities and Services Planned – Allocation Effort:

- Provide administrative and financial reports to SPA and SAG that document performance of judicial districts.

- Document community planning training and technical assistance to judicial districts, local Decat officials, private providers, and representatives from local units of governments, etc. to enhance planning capabilities.
- Maintain copies of progress reports and other reporting and administrative materials provided by judicial districts.

Program Objective – Youth Involvement:

- B) Identify opportunities for increasing meaningful involvement of youth in state policy-making.

Activities and Services Planned – Youth Involvement:

- Document through minutes youth participation in SAG activities.
- Documentation of coordination activities related to youth involvement between SAG and ICYD.
- Document involvement of members of Iowa Collaboration for Youth Development Involvement in State of Iowa Youth Action Committee.

Program Objective – Youth Development:

- C) Continue efforts to facilitate an “Iowa Youth Development Policy” for planning and programming among the various audiences (legislature, state agencies, advocacy groups, communities, etc) on issues related to prevention and youth development.

Activities and Services Planned – Youth Development:

- Maintain state planning structure of the Iowa Collaboration for Youth Development (steering committee, state agency group, and State of Iowa Youth Action Committee, etc.).
 - Continue youth development trainings provided by ICYD.
 - Document common data or management information systems, joint planning, and joint or coordinated funding processes for youth services.
 - Document efforts by communities to develop integrated youth service plans and single application for support, as well as recommended appropriate action for state agencies.
- D) Support increased knowledge of cultural competency in state and local youth development activities.
- Release RFA to choose a provider to develop a state cultural competency training curriculum.

Program Goal – Capacity Building for Judicial Districts and Communities:

- 2) Build the capacity of local communities to use a prevention and youth development approach in providing youth services.

Program Objective – Training and TA for Judicial Districts and Communities Regarding Youth Development:

- A) Increase awareness and understanding of prevention and youth development approaches among youth serving agencies operating at the district and community levels through development and support of training and technical assistance opportunities.

Activities and Services Planned – Training and TA

- Documentation of efforts to assist communities to utilize a youth development approach in the delivery of youth services and in creating opportunities for youth empowerment.
- Document information sharing, training and technical assistance, the use of the ICN, creation of a web page, etc.

- Utilize lessons learned from ICYD pilot communities in youth development related training performed at local level.

Program Objective – Youth Development in Programs Developed at the District and Local Level

- B) Incorporate a youth development approach into guidance on State initiatives that allow planning and implementation of youth programs to be determined at the district and local level.

Activities and Services Planned – Programs Developed at the District and Local Level

- Document the coordination of the participating state agencies participating on the Youth Development State Collaboration to ensure that a youth development approach is included in any state guidelines or requirements as appropriate.
- Documentation of the state agencies' efforts to work with local sites in a coordinated approach to integrate the principles of prevention and youth development.
- Utilize lessons learned from ICYD pilot communities in youth development related training performed at local level.

Program Objective – Youth Involvement at the District and Local Level

- C) Promote increased opportunities for youth involvement at the local level.

Activities and Services Planned - Youth Involvement at the District and Local Level:

- Document technical assistance and state programs that encourage creation of local youth advisory boards and other new opportunities for youth involvement.

Performance Measures SPA will provide all measures as required by OJJDP via the DCTAT system.

Outputs:

- 1) FG funds awarded for system improvement.
- 2) Number of programs implemented.
- 3) Number of program youth served.
- 4) Total number of program families served.
- 5) Number of planning activities conducted.
- 6) Number of funded programs evaluated.

Outcomes:

- 1) Number and percent of youth completing program requirements.
- 2) Number and percent of program youth exhibiting a desired change in targeted behaviors.
- 3) Family relationships.
- 4) Antisocial behavior.
- 5) Substance use/abuse.
- 6) Number of families who report being satisfied with program.
- 7) Total number of program youth who report being satisfied with the program.
- 8) Total number of days between initial court appearance and disposition.

Budget:

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY10	\$0	\$0
FY11	\$225,947	\$0
FY12	\$0	\$0

ISSUE TWO: TREATMENT AND ASSESSMENT OF MENTALLY ILL YOUTH

Standard Program Area Code and Title:

20 - Mental Health Services

Program Problem Statement:

Iowa's Mental Health Access Plan (MHAP) operates with a managed care organization providing the management of the program. The intent of the program is to expand the access and range of appropriate mental health services and to help contain federal, state and county expenditures for mental health services. Mental Health services provided include inpatient, partial hospitalization, day treatment, residential, intensive outpatient, outpatient (individual, marital and family, group), crisis intervention, targeted case management, mobile treatment.

A requirement to access some of the various services of the MHAP system is a diagnosis of the mental health problems for the persons involved - the diagnosis is necessary to engage the system. System officials indicate the process creates access issues for delinquent youth, who because of justice system involvement, may not have a mental health diagnosis or simply be diagnosed youth presenting acting-out or violent behavior that cause them to be placed in the Juvenile Justice system because the behavioral aspects of their treatment "override" the mental health issues.

The SPA and the SAG identified a number of specific issues relative to mental health in their analysis process for the development of this plan. They include

- Duration of services in a mental health or hospital setting especially for delinquent youth.
- The ability to serve delinquent youth with mental health issues in typical residential, institutional or community based settings.
- Inability to use federal Medicaid funding for eligible recipients being held in county operated juvenile detention facilities or state operated training schools (such mental health costs must presently be paid either by the county, the state or the youth's family).

Program Goal – Improve the “system” response to youth with mental health issues:

To learn more about the mental health issues of youth involved in the juvenile justice system; provide support for these issues through the establishment of the "Mental Health Issues in Detention/Shelter" sub-committee of the JJAC; and continue to advocate for identified changes in the mental health system to enhance necessary services to youth and the families of youth with mental health issues in the juvenile justice system.

Program Objective – SAG Presentations:

- A) Provide presentations to the SAG regarding mental health issues for system youth.

Activities and Service Plan - SAG Presentations:

Document presentations to SAG from DHS, DPH, mental health, state institutions, residential treatment, and others.

Program Objective – Share Materials:

- B) Access and share with the SAG relevant materials relating to mental health issues.

Activities and Service Plan - SAG Presentations:

- Documentation and utilization of relevant information from the National Coalition for Juvenile Justice
- Document other materials related to mental health issues produced through the Mental Health Issues in Detention/Shelter sub-committee.

Program Objective – Change to Impact Problems:

- C) Through learning more about the mental health system and the identification of problems affecting youth and the families of youth with mental health disorders in the juvenile justice system, the SAG will advocate for changes to impact the problems.

Activities and Service Plan - Change to Impact Problems:

- Document identified problem areas of the mental health system, based on the education process conducted in Objectives A and B of this issue.
- Document steps taken by the SAG (i.e. establishment of the MH Issues in Detention/Shelter sub-committee) and the contract for services with the Iowa Department of Human Services to fund mental health pilot projects designed to provide services to youth with mental health issues in the community by setting. Youth with mental health issues place in detention/shelter settings would be evaluated for community mental health services.

Performance Measures (No 2009 funds are being utilized – no measures required):

Budget:

	<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY09	\$0	\$0
FY10	\$0	\$0
FY11	\$0	\$0

ISSUE THREE: DISPROPORTIONATE MINORITY CONTACT

Standard Program Area Code and Title:

10 – Disproportionate Minority Contact

Problem Statement:

Funding for Iowa's DMC Resource Center effort is being requested in Iowa's 2010 JABG application. That application reflects accordingly. JABG measures will be utilized for performance reporting for related activities. Since 2008 Iowa has been a JDAI site. **This application requests the use of \$189,283 in formula grant funding to support the state's JDAI effort.** Approximately 40% of the youth held in juvenile detention facilities in Iowa are minority. Minority youth comprise just 12 percent of Iowa's youth population. Clearly minority youth are overrepresented. Disorderly conduct is the offense for which most African-American youth are arrested in Iowa. Research as well reflects non-whites perceive court decision-making to be biased against non-white youth. Lack of respect for the system—because minorities think it is discriminatory—leads to lack of cooperation with juvenile justice system personnel, and also leads to recidivism. Additional information regarding research conducted in Iowa relative to DMC is provided in Section 4 of this plan.

In the late 90's Iowa was one of the pilot states for OJJDP's Comprehensive Strategy process. The Comp. Strategy process helped illustrate the power of local planning to impact on unique issues and problems locally. Indeed, a number of local Comprehensive Strategy plans had fairly specific mention of the needs of minority youth. As a result of the Comp. Strategy, Iowa initiated an effort to allocate a significant portion of its JJDP Act Title II & V, and JAIBG funds to local planning entities (Decats). One of the lessons learned from the Comprehensive Strategy process, however, relates to the difficulty to engage minority persons in participatory local planning processes. Indeed there is a need to continually engage and reengage communities of color in local planning processes. There is additionally a need to provide information to insure that the majority community has a knowledge of the issues relating to DMC. Finally, there is a need to provide to local planning entities training, assistance, and tools that assist them to better meet the needs of minority youth and families.

Program Goal – DMC Knowledge:

- 1) Maintain an environment that furthers the knowledge of DMC related issues for juvenile justice system officials and other selected audiences.

Program Objective - DMC Committee:

- A) Maintain the efforts of Iowa's DMC Committee to share information relative to DMC.

Activities and Services Planned – DMC Committee:

- Provide oversight and input regarding the overall efforts for Iowa's DMC initiative.
- Assist in planning the annual DMC Conference
- Implement recommendations from the updated DMC Assessments completed by Dr. Michael Leiber and Dr. William Feyerherm.
- Continue implementation as a site for the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative.
- Provide direction regarding secure facility and court processing data re: DMC.
- Review and approve proposal/s re: DMC Related funding.
- Provide information newspaper articles, publications, reports re: DMC.
- Utilize the DMC Committee to get input from youth in the juvenile justice system.

- B) Support increased knowledge of cultural competency in state and local youth development activities.

Activities and Services Planned – DMC Committee – Cultural Competency Training:

- Release RFA to choose a provider to develop a state cultural competency training curriculum.
- Utilize DMC Committee members to review allocation programs funded for youth of color.
- Continue dialogue with Chief Juvenile Court Officers and Department of Human Services Service Area Managers to discuss programs funded for youth of color.

Program Objective – DMC Resource Center:

- C) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to inform, educate, and provide basic information relative to DMC.

Activities and Services Planned – DMC Resource Center:

- Implementation support for annual DMC Conference.
- Maintenance of State DMC Website - website contains various information relative to DMC (http://www.uiowa.edu/~nrcfcp/index_dmccr.htm).
- Work with state DMC Committee for various DMC related activities.

Program Goal – Policy and Planning Efforts to Affect DMC:

- 2) Implement policy and planning efforts, programmatic efforts, or other activity that will specifically prevent and reduce the percentages of minority youth confined in secure settings.

Program Objective – Juvenile Detention Screening Tool:

- A) Implement the Casey Foundation's JDAI effort.

Activities and Services Planned – Juvenile Detention Screening Tool:

- Provide technical support to local sites that are working with the Casey Foundation to develop and implement local detention screening tools.
- Assist chiefs with data collection and validation process for mainframe data regarding a state-level juvenile intake assessment tool.

Program Objective – DMC Resource Center:

- B) Maintain the efforts of the DMC Resource Center that has in its mission the specified activity to assist local planning and policy efforts related to DMC.

Activities and Services Planned – DMC Resource Center:

- Provide technical assistance to four local Iowa Sites – planning assistance, training, local event facilitation, etc.
- Coordinate Resource Center site activities with minority youth serving effort - Urban Children are Really Essential (U-CARE).

Program Objective - DMC Committee:

- C) Maintain the efforts of Iowa's DMC Committee to impact on the issues of DMC.

Activities and Services Planned – DMC Committee:

- Provide oversight and input regarding the overall efforts for Iowa's DMC initiative.
- Direct and monitor activities of DMC Resource Center in its work in local sites.
- Continue discussions with Chief JCO's and Iowa Department of Human Services Service Area Managers regarding issues related to funding for DMC related programming in Iowa's CW/JJYD allocation effort.

Performance Measures: SPA will provide all measures as required by OJJDP via the DCTAT system.

Required Outputs:

1. Number of hours of program staff provided.
2. Number of non-program personnel trained.
3. Number of assessment studies conducted.
4. Number of data improvement projects implemented.
5. Number of objective decision-making tools developed.
6. Number of program/agency policies or procedures created, amended, or rescinded.

Suggested Outputs:

- 1) Number of FTEs funded by formula funds.
- 2) Number of program materials developed.
- 3) Number and percent of program staff trained.
- 4) Number of hours of program staff training provided.
- 5) Number of planning activities conducted.

Required Outcomes:

- 1) Number of local agencies reporting improved data collection systems.

Suggested Outcomes:

- 1) Number and percent of program youth who offend or reoffend.

See also Iowa's 2009 JABG application.

Budget:

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY10	\$0	\$0
FY11	\$189,283	\$0
FY12	\$0	\$0

ISSUE FOUR: GENDER SPECIFIC SERVICES

Standard Program Area Code and Title:

13 – Gender Specific Services

Problem Statement

The Juvenile Justice And Delinquency Prevention Act requires states to conduct an analysis of gender-specific services that are intended to prevent and treat juvenile delinquency in females. States are also required to develop a plan for providing these needed services.

To address the Act's requirement, the Iowa Juvenile Justice Advisory Council developed a task force to oversee the Division of Criminal & Juvenile Justice Planning (CJJP) and the State Advisory Group's (SAG) activities as well as make recommendations related to gender-specific services. The Iowa Gender-Specific Services Task Force involves key stakeholders in Iowa's juvenile justice system, particularly service providers who want comprehensive system change that reflects gender equity for girls and young women.

The SAG approved the use of Challenge Grant funding from the Office of Juvenile Justice and Delinquency Prevention to address gender equity in Iowa's juvenile justice system. An intra-agency agreement/contract between the Iowa Division of Criminal and Juvenile Justice Planning and the Iowa Division on the Status of Women provided staff support through a Program Planner to the Iowa Gender-Specific Services Task Force from May 1998 through September 2005. This agreement, now funded through Formula grant funds alone has allowed continued support of Task Force meetings and activities.

Major activities of the Task Force have included the annual "Whispers & Screams" conference for girl-serving professionals; publication and distribution of Female Juvenile Justice, a study that provides a snapshot of female offenders in the state's juvenile justice system; publication and distribution of Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources, a desk protocol that outlines the gender-specific philosophy; Promising Directions: Programs that serve girls in a single-sex environment, a guide to programs in the state; a community planning initiative, funding provided to communities to infuse intentional planning for young women into already existing community planning processes; an evaluation project to study two programs using the gender-specific approach; a study creating an internal evaluation tool; numerous trainings on the gender-specific philosophy and its implementation attended by hundreds of juvenile justice system professionals and made online information available through the Iowa Division on the Status of Women web site at www.women.iowa.gov/girls. Further, due largely to the advocacy of the Task Force, the 1999 Iowa Legislature allocated funding for day treatment and aftercare services for young women and mandated that the gender-specific services approach should be used whenever possible.

Due to funding limitations, recent Task Force activities encompassed items identified as priorities and areas where the Task Force could have the most impact: support of the annual conference; distribution of all existing publications and reports; advocacy; and other training and technical assistance provided around the state. Fall 2007 brought a new initiative. The Gender Specific Services Task Force planned and executed a "Girls' Summit". This Summit brought together key players from across the state to examine the status of girls involved in the juvenile justice system. Participants received and offered information that resulted in a comprehensive report on the status of these young women in our state. The report was provided to legislators, Summit participants and others and served to offer guidance to those who work with young women as well.

This was followed up in 2008 with a 2nd Girls Summit, revisiting the data on girls in Iowa's juvenile justice system and providing information intended to assist with policy level decision. It is the intention of the Task Force to offer a Girls Summit every other year and in the off years, continue to provide the data and research to policy makers. In 2009 the Task Force provided a data report, but did not hold a Summit event. Another Summit is being planned for September 2010.

Juvenile Justice Youth Development Allocation Funding – A few communities are utilizing the funding provided from the Juvenile Justice Youth Development allocation process through Juvenile Court Services to support services for girls for after school programming, mentoring, aftercare services, and group activities. It is anticipated that the Juvenile Justice Youth Development allocation will be a vehicle to further efforts for locals to provide gender specific services. The Gender Task Force has assisted with the provision of products and trainings to local officials in order that they might better plan for the needs of girls.

Although Iowa has not historically placed emphasis on providing gender-responsive services for females, since the formation of the Iowa Gender-Specific Services Task Force there has been increased discussion and action toward this end. Across the continuum of the Iowa juvenile justice system, service providers and system officials have been educated on female development and the need for more gender-responsive services that utilize the gender-specific services philosophy in programs that serve adolescent females. Encouragingly, there has been change in the way services are provided in various programs. Significantly, the Task Force has been involved in a study that ultimately recommended that the Iowa Juvenile Home become an all-female facility. We are hopeful that this will happen in the coming year. It will be a meaningful step in the State of Iowa demonstrating its commitment to young women. However, a comprehensive change across the juvenile justice system has not occurred. Change must occur on a more fundamental level within the system to facilitate utilization of innovative gender-specific approaches in all programs and services as well as adequate funding of these services. Further, those involved in the planning of our efforts must expand to include a wider representation of players in the juvenile justice system. Both measures are necessary for Iowa to truly provide equitable services within its juvenile justice system.

Program Goal – Gender Responsive Programs and Services:

Facilitate a comprehensive fundamental change in the juvenile justice system that will enhance the understanding and utilization of innovative gender-responsive approaches in all programs and services, particularly those that serve the adolescent female population of Iowa's juvenile justice system.

Program Objective – Disseminate Information:

- A) Update and disseminate information concerning female development and the gender-specific services philosophy to girl-serving professionals using print media and website.

Activities and Services Planned – Disseminate Information:

- Distribute "The Girl Connection" newsletter bimonthly.
- Update and distribute Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources as needed and requested.
- Distribute Female Juvenile Justice as needed and requested.
- Distribute Promising Directions: Programs that Serve Iowa Girls in a Single Sex Environment as needed and requested.

Program Objective – Training Regarding Female Development:

- B) Provide training regarding adolescent female development, the gender-specific program philosophy and component implementation and related topics to professionals in the juvenile justice system and related fields.

Activities and Services Planned – Training Regarding Female Development:

- Training and technical assistance provided by Coordinator and Task Force members to local communities/regions as requested. Coordinate Whispers & Screams annual conference.
- Provide justice system participants scholarships to attend the Whispers & Screams conference.

Program Objective – Participate and Assist in Community Planning:

- C) Participate and assist in the community planning processes across the state to ensure that the unique needs of girls involved with or at risk for involvement with the juvenile justice system are addressed.

Activities and Services Planned - Participate and Assist in Community Planning:

- Distribute “DHS Select Service Data” and “Juvenile Delinquency Statistical Report” to community planning entities.
- Update and distribute Providing Gender-Specific Services for Adolescent Female Offenders: Guidelines & Resources to community planning groups.
- Task Force members serve in community planning initiatives.
- Clearly stated intentions to address the unique needs of girls in community plans across the state.
- Training and technical assistance visits to local entities.

Program Objective – Education and Secure Wider Representation on Task Force:

- D) Educate legislators regarding the importance of gender-specific services and secure a wider representation of professionals on the Task Force.

Activities and Services Planned

- Compile data/research report for policy makers and others by fall 2010.
- Testify at the legislative hearings of the Iowa Commission on the Status of Women and any other entities as opportunities arise.
- Work with the Iowa Commission on the Status of Women and other advocacy groups as they push for legislative change that supports gender-responsive efforts.
- Add representatives from Juvenile Court; DECAT committees; the Departments of Public Health, Human Services, Education, and Management as well as from other girl-serving programs to the membership of the Task Force.
- Support efforts of local gender task forces with training and technical assistance and other resources as able.

Performance Measures:

Required Outputs:

7. Formula funds awarded for services.
8. Number of program youth served.

Suggested Outputs:

- 6) Number of FTEs funded by formula funds.
- 7) Number of program materials developed.
- 8) Number and percent of program staff trained.
- 9) Number of hours of program staff training provided.
- 10) Number of planning activities conducted.

Required Outcomes:

- 2) Number and percent of program youth completing program requirements.

Suggested Outcomes:

- 2) Number and percent of youth charged with formal probation violations.
- 3) Number and percent of youth committed to correctional facility.

Budget:

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY10	\$0	\$0
FY11	\$94,770	\$0
FY12	\$0	\$0

ISSUE FIVE: COMPLIANCE MONITORING

Standard Program Area Code and Title:

06 Compliance Monitoring

Problem Statement:

Funding for Iowa's compliance monitoring effort is being requested in Iowa's 2010 JABG application. That application reflects accordingly. No compliance funding is being requested in this formula grant application. JABG measures will be utilized for performance reporting for related activities. Iowa continues to maintain an excellent system to monitor compliance with the JJDP Act. That system is described in some detail in Section 3 of this report.. However, the reduction of JJDP Act funding and the related administrative funding has made support for various compliance monitoring activities a challenge. Iowa has long utilized its compliance monitoring function as a tool to gather juvenile justice system related data. Collected data are compiled, analyzed, and supplied to system officials. The compliance monitoring function has resulted in activities related to research and assessment for system officials.

Program Goal - Insure Compliance and Research Mechanism:

To ensure that Iowa continues to comply with all JJDP Act core requirements and all federal administrative requirements while providing a mechanism for juvenile justice planning research and system improvement.

Program Objective – Maintain Monitoring System:

- A) To maintain a monitoring system that allows Iowa to continue its compliance with the core requirements of the JJDP Act.

Activities and Service Plan - Maintain Monitoring System:

- Provide all necessary reports to OJJDP, specifically the annual monitoring report.

Program Objective – Training:

- B) To provide training and information sharing functions for the SAG, law enforcement, juvenile justice system officials, private youth serving agencies, etc.

Activities and Service Plan - Training:

- Continue compliance related training and information sharing capabilities;

Program Objective – Research and Assessment:

- C) Assist system officials with various research and assessment activities.

Activities and Service Plan – Research and Assessment:

- Continue the existing planning, research, assessment , program development, technical assistance, and training capabilities.

Performance Measures (SPA will provide all measures as required by OJJDP via the DCTAT system.):

See Iowa's 2010 JABG application.

Budget:

	<u>JJDPA Funds</u>	<u>State/Local Private Funds</u>
FY10	\$0	\$0
FY11	\$0	\$0
FY12	\$0	\$0